



UNITED STATES
DEPARTMENT OF THE INTERIOR
BUDGET JUSTIFICATIONS, F.Y. 1997



BUREAU OF LAND MANAGEMENT

NOTICE: These budget justifications are prepared for the Interior and Related Agencies Appropriations Subcommittees. Approval or release of the justifications prior to their printing in the public record of the Subcommittee hearings may be obtained through the Office of Budget of the Department of the Interior.

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Bureau of Land Management Headquarters and Field Organization

The programs and functions of the Bureau of Land Management (BLM) are carried out organizationally as described below.

Organizational Streamlining

In 1996 and 1997, BLM continue to pursue organizational streamlining focused on the field organization. Previously, in fiscal year 1995, the Headquarters organization was reorganized, subsequent to Congressional approval, by Secretarial Order 3182, dated November 8, 1994.

Both streamlining efforts share the overall objectives of reducing vertical layering, consolidating, delegating decision-making to the lowest possible working level and focusing resources on serving customers. BLM expect the staff consolidation to increase efficiency, reduce overhead, and improve the employee/supervisor ratio. The outcome of this will be more funds available for on-the-ground work and better customer service in this time of fiscal constraint.

BLM is moving toward a future field structure that will have only one level under State Offices (SO). These field offices will conduct on-the-ground activities.

These actions support efforts to develop a more streamlined and effective agency by reducing Headquarters-type functions, wherever they are located, by flattening the organization and become more efficient. This will result in a larger percentage of dollars expended for delivery of direct mission-related products and services to BLM's customers.

Headquarters and State Offices

The Headquarters Office consists of the Office of the Director, Assistant Directors, and the groups and teams reporting to them. The Headquarters Office provides national policy formulation and program direction, maintains contacts with Departmental offices, the Office of Management

and Budget, Office of Personnel Management, the Congress, other Federal and State agencies, national organizations, the media and members of the public.

State offices, headed by a state director, have overall responsibility for: providing policy, procedural, and operational guidance for all BLM resource, minerals management and public service programs within the States; for National program policy development and support for delegated program areas under their jurisdictions; for providing delegated technical and administrative support functions within their jurisdictions, and for supervising the activities conducted by District Offices (DO). There are a total of 12 SOs, unchanged from 1995. However, within those offices, a number of consolidations of divisions and reductions in overall personnel devoted to Headquarters functions occurred in 1995 and 1996 and will continue into 1997.

For example, the Utah BLM organization is presently composed of four SO divisions, five district offices, and 16 resource areas. By the end of FY1996, Utah will reorganize to three SO divisions, eleven field offices and a contact station. Similar actions are occurring in all State Offices.

Field Offices

District offices are each headed by a district manager, and have responsibility for directing multiple-use program implementation and operations, land use planning, administrative support, and for supervising the area managers. Area managers are responsible for on-the-ground program implementation within their resource areas, except for the Alaska and Eastern States Offices, where the district managers perform this role. There are a total of 56 DOs. This is a reduction of 3 (5 percent) from 1995, resulting from organizational streamlining efforts. Resource area offices are each headed by an area manager, and have responsibility for implementing BLM's public lands multiple-use management programs

on-the-ground in that Resource Area, including user contacts at the local level. All planning and resource management actions affecting the public lands are handled by this organizational level, except in the Alaska and the Eastern States Office, which do not have a resource area organizational level. There are a total of 102 resource area offices. This is a reduction of 37 (27 percent) from 1995 resulting from organizational streamlining efforts.

Bureauwide Support Centers

Five national centers provide national level support and service to the BLM.

① The *National Interagency Fire Center* (NIFC), in Boise, ID, provides fire training and logistical support, and aviation management services for the Bureau's programs.

② The *National Training Center*, located in Phoenix, AZ, executes and oversees Bureauwide training

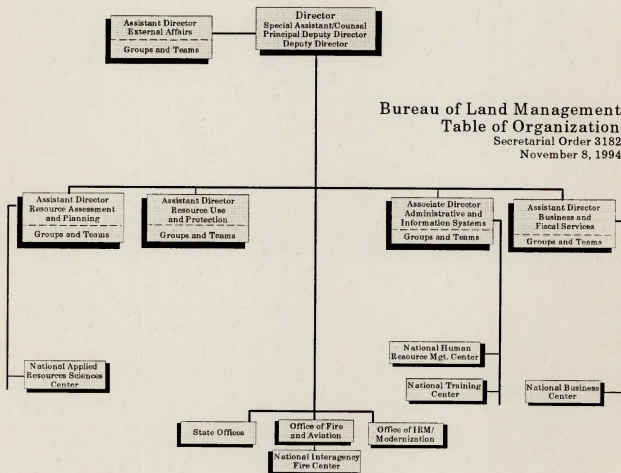
functions and responsibilities.

③ The *National Applied Resource Sciences Center* is the Bureau's focal point for ecosystem science and technology transfer, information exchange and consulting services.

④ The *National Human Resources Management Center* helps guarantee employee diversity through personnel policies and provides technical assistance and advisory service to field personnel offices.

⑤ The *National Business Center* provides Bureauwide administrative services in the areas of procurement, property, and finance.

The latter three centers, in Denver, CO, were established in 1995, as a result of re-engineering the former Service Center (SC). The total resources devoted to the reengineered Centers is less than when the former SC existed.



Bureau of Land Management General Statement

♦♦ Introduction/Background ♦♦

♦Description of Bureau♦

The BLM was established on July 16, 1946, through the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934), following the provisions of §402 and §403 of the President's Reorganization Plan No. 3 of 1946 (60 Stat. 1097). The functions of the BLM and its directorate are also addressed in §301 of the *Federal Land Policy and Management Act of 1976* (43 U.S.C. 1731) (FLPMA).

During 1996, BLM is celebrating the 50th anniversary of its establishment, and the 20th anniversary of the enactment of FLPMA.

♦What BLM Does and Why BLM Is Important♦

BLM is responsible for carrying out a variety of programs for the conservation, management, development, and protection of both surface and mineral resources on approximately 270 million acres of the public lands in 28 States, including Alaska. This land makes up about 13 percent of the total land surface of the United States. BLM also administers mineral leasing and supervises mineral operations on an additional 300 million acres of Federal mineral estate underlying other Federally-administered, State or private ownerships throughout the United States, and supervises most mineral operations on Indian lands.

Lands managed by BLM provide important natural resource, recreational, and scenic values to the American people, as well as resource commodities and revenues to the Federal government¹, States, and counties.

BLM administers public lands within a framework of many laws. The most comprehensive of these is FLPMA. All bureau policies, procedures and management actions must be consistent with FLPMA and the other laws that govern use of the public lands.

Management issues in the West continue to change. A growing and increasingly urban population continues to place new demands on the natural resources of this vast Western region. These changes in demand, taken together with growing public concern over the health of waterways, grasslands, and forests, an increasingly complex set of legal mandates, greater knowledge of how to manage natural resources on a sustainable basis, and the technological opportunities provided by computers, create significant challenges and opportunities for the BLM.

To balance these competing demands, BLM manages ecological impacts on a landscape scale; recognizes the demands of new public lands users while still addressing the needs of traditional user groups; recognizes the unique role of the public lands in conserving significant ecological and cultural resources; employs more open and collaborative decision-making procedures; and continues to lead in streamlining and modernizing administrative processes at all levels of the organization. Collaborative efforts with other agencies, adjacent landowners, and local publics are the cornerstone of BLM's customer services program.

Collaborative efforts are illustrated in two areas. The first is implementation of the *Resource Advisory Councils (RAC)*. This is a major step forwards in public lands management built on renewed culture of working with people. Members of the RACs are citizen-owners and are taking a responsible, active role in helping BLM set long-term goals for the public lands.

The second area is in an effort known as "Challenge Cost Sharing." This is where BLM is accomplishing

¹ Following the IRS, the Minerals Management Service, and the Customs Service, BLM is the fourth largest revenue producer for the Federal Treasury.

high priority projects, with use of non-Federal funds. These are generally on a 1 to 1 basis of non-Federal to Federal funds, but have gone as high as 4 to 1. The highest priority projects with the greatest ratio of non-Federal to Federal funds are those usually selected. These projects are generally in the recreation, wildlife, fisheries, riparian, forestry, rangeland, and cultural resources programs. In 1995, BLM received over \$20 million in Challenge Cost Share contributions from groups such as Western State wildlife agencies, Trout Unlimited, Quail Unlimited, Rocky Mountain Elk Foundation, the Safari Club, the Isaac Walton League, and many others.

◆Who Does BLM Serve?◆

BLM's customers and stakeholders are as varied as the Nation's citizens and the diverse natural resources managed and can be organized into four groups:

- ① those who use the public lands and resources by permit or other authorization, such as the mineral extraction industry (over 25,000 leaseholders and operators and about 17,000 claim holders), utility companies that wish to use public lands for transformer stations, communication sites, and other rights-of-ways or permits; the livestock industry (permittees); the timber industry; recreational users that need a special recreation use permit (20,000), and others.
- ② those who use the public lands and resources on a casual basis, and do not require a permit or other authorization, including day hikers, users driving through the public lands, sightseers, hunters, fishermen, and other one-day users. BLM projects this number will increase by 1.2 million in 1996 to 66 million.
- ③ those who use the specialized services and other information BLM provides, such as wildfire suppression, cadastral survey, genealogical information from historic land records, mapping products, procurement and contract services, and various administrative functions. In the West, nearly all members of the public who own land are dependent upon cadastral survey services, since this data represents the official land descriptions of convey-

ances from Federal ownership to private ownership. ④ those who are impacted by or have a stake in BLM's management decisions, including State and local governments, adjacent landowners, the general public, and advocacy groups.

State and Local Governments

Among the most important of BLM's many customers and stakeholders are the State and local governments. BLM has long provided a wide array of services to the Western states and counties as well as a few states east of the Mississippi River. The examples listed below are simply representative of the BLM's myriad day-to-day consultations, case-related actions, and cooperative efforts to be a good neighbor and to include these units as a full partner in pursuit of natural resource management on a landscape basis.

Health of Western Economies

Receipts generated by BLM-permitted production from mineral leasing (oil and gas, coal, geothermal, and other minerals) under the mineral leasing laws are shared with the States. Annually, this amounts to over \$550 million. In several states, royalty revenues either totally or in a significant part fund the State school systems. In fact, one California county school district is completely dependent upon these receipts.

Also important to the health of state economies is the sales and income taxes derived from activities on BLM-managed lands. For example, in the Powder River Basin in Wyoming, a nationally significant coal producing area, about 12,000 mine workers are employed. In the energy and minerals industry of New Mexico, some 8,000 workers are employed on Federal lands. In the mining industry, in 1994, over 91,000 workers were employed on mining projects on Federal lands. All of these workers pay income, sales, and property taxes. The wages earned also are an important part of the regional economy. Economists estimate that each dollar earned by workers has a "ripple effect" or multiplier of from five to eight times the original earning.

Another example of the importance of BLM activities to the health of Western economies is in the area of recreation on BLM-administered lands. In 1994 (the latest year that data are available), recreationists enjoying the public lands provided \$3.3 billion in travel-related expenditures and all subsequently induced sales. To put this in perspective, this is equivalent to about 40 percent of expenditures related to visits to National Parks. BLM-managed lands can, therefore, help meet some of the demands that popular National Parks are unable to satisfy. On the employment side, over 155,000 persons worked in the recreational industry on BLM-administered lands. These persons also pay sales, income, and property taxes and help to sustain local economies.

Data compiled by the Economic Research Service demonstrate the positive relationship between the public land base and State economic activity. Annual family income in rural counties with public lands is approximately \$2,000 higher than income in those rural counties without a public land base².

Over and above these economic contributions, BLM annually disburses over \$100 million to over 1,900 counties as a payment in place of taxes on Federal lands³. This payment—based on a formula which considers entitlement acres as well as population—is an important source of income for many counties.

Cooperation With States

BLM makes lands available, at no cost, to State and local governments for a variety of purposes (such as parks, schools, recreational facilities, etc.) under the *Recreation and Public Purposes Act*.

Fire protection and suppression is yet another area in which BLM works closely with State and local

governmental units to ascertain that coordinated programs benefit both Federal and private interests.

State and local units are important customers of BLM data. While in the past, this has been the traditional land ownership data plotted on a map, today an electronic partnership is growing and being fostered by BLM's development of the Automated Land and Mineral Records System (ALMRS). Electronic sharing of land and mineral ownership and status information is now occurring on a limited basis and is expected to blossom with the completion of implementation of ALMRS in late 1997.

An example of the significance is demonstrated by the Oregon State Department of Revenue. They have utilized BLM's electronic data to create County Assessor maps and saved an estimated 50 percent on mapping contracts. Perhaps the most significant demonstrated cost savings has been realized at the county level. For example, Flathead County in Montana has attributed a savings of \$300,000 to the use of BLM's electronic data. Counties are using the data to support numerous programs ranging from tax assessment to 911 Emergency Response. A total of 73 similar partnership and data sharing agreements have been established with other counties and 56 additional agreements are being negotiated.

This system has provided the pioneering work on development of automated land ownership and records information systems which can be used as a template for State and local governments for their own records. BLM expects in the future that all types of natural resource data will be shared, thus reducing the cost to all involved.

State governments have been delegated certain management responsibilities on Federal lands through enacted legislation. Other than the more well-known delegations for air and water quality, the State Historic Preservation Officer (a State employee) must be consulted whenever a proposed action on BLM-administered lands may effect a cultural or historic site eligible for inclusion on the National Register of Historic Places.

² Understanding Rural America, U.S. Department of Agriculture, Economic Research Service, Agricultural Information Bulletin 710

³ Since the beginning of the PILT payments in 1977 (including 1996), BLM has disbursed over \$2,000,000,000 to the counties.

Finally, in many Western states, State and local agencies now set reclamation standards for mining activities conducted on Federal lands under the *General Mining Laws*. BLM incorporates these standards in approval of mining plans and also enforces these as part of the hardrock inspection and enforcement program. BLM also cooperates with State and local land use planning agencies in preparation of BLM's Resource Management Plans to make BLM's plans consistent to the extent possible with State and local plans. State wildlife agencies are vital partners in managing the wildlife element of the landscape—they have management responsibility for the animal itself—while BLM manages the habitat.

◆ Performance Budgeting ◆

◆ Mission ◆

BLM's mission is to sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations. All Bureau actions will be consistent with FLPMA and the other laws that govern use of the public lands.

◆ BLM's Vision ◆

In achieving BLM's mission, they will:

- ① provide for a wide variety of public land uses while ensuring the long-term health and diversity of the land and without sacrificing significant natural, cultural, and historical values;
- ② understand the arid, semiarid, and other ecosystems managed and commit to using the best scientific and technical information to make resource management decisions;
- ③ resolve problems and implement solutions in collaboration with other agencies, State, local, and tribal governments, and the public;
- ④ understand the needs of rural and urban publics and provide them with quality service;
- ⑤ maintain a skilled and highly professional workforce;
- ⑥ clearly define and achieve objectives through the efficient management of financial, human, and information resources;

- ⑦ efficiently and effectively manage land records and other spatial data;
- ⑧ recover a fair return for the use of publicly owned resources and reduce long-term liabilities for the American taxpayer.

◆ Program Goals and Objectives ◆

BLM began development of a vision-oriented strategic planning document in 1992, entitled the *Blueprint for the Future*. The *Blueprint* identified five overarching goals for the BLM to focus on. These five goals are:

- ① Maintain the Health of the Land;
- ② Serve Current and Future Customers;
- ③ Promote Collaborate Leadership;
- ④ Improve Business Practices, and
- ⑤ Improve Human Resource Management Practices.

The *Blueprint* shifted BLM's thinking toward improving the health of the land, using a holistic approach where individual program (e.g. wildlife, forestry, oil and gas, recreation, minerals) boundaries would be de-emphasized and programs would work together with a common vision. The *Blueprint* received wide review both within and outside of the BLM. Subsequently, the *Government Performance and Results Act of 1993* (GPRA) provided further guidance and requirements for strategic planning. The Department of the Interior developed a draft strategic plan which BLM is using as a framework for preparation of its own plan.

BLM's plan currently identifies the five *Blueprint* goals and twenty-five *strategic objectives*. Of the twenty-five strategic objectives, about two-thirds are directly mission-oriented. These describe the core of BLM's business. The remainder relate to improving business practices and human resources management which enable the organization to achieve its mission. Additional employee, customer, stakeholder, government agency, and public reviews are planned prior to completion (estimated for October 1996).

The most recent draft of mission-oriented goals and objectives are listed at the end of this section. BLM has integrated the goals and objectives with perfor-

mance measures and indicators to ensure that they focus measurement on achieving desired mission-oriented results.

◆Performance Measure/Indicators◆

BLM has been working intensively on national-level performance measures design and implementation. BLM has a commitment to be accountable to its employees, customers, stakeholders, and the public. The emphasis in BLM's performance measurement effort is to show trends in key areas.

In the 1996 budget, BLM offered three important performance measures. In 1997, BLM has developed approximately seventy five indicators to used as support for the future development of performance measures. Many of these may change over time. GPRA implementation is designed to be continually adjusted and refined as the organization learns what is most effective in improving its ability to meet mission goals. Changes are anticipated as indicators are refined to measure outcomes—not outputs—and drive appropriate management actions. BLM is working toward at least one or more performance measures for each strategic objective. As the Strategic Plan is completed, the remaining performance measures will be identified.

BLM has been collecting and reporting workload and output-oriented data for many years and has included them in past budget documents. The data have served to indicate both the workload and output achievements of the agency, as well as accounting for how BLM uses its appropriations to accomplish specific work items. Beginning in 1993, BLM began to re-define how it measured achievement. This has required us to closely examine the relationship of BLM's core mission to the products and services, customers, stakeholders, organizational tools, resources, budget, and strategic goals and objectives of the BLM. In many cases, significant shifts have occurred in values and organizational culture. BLM has not completely abandoned its old measures, but more than half of them have been eliminated in an effort to streamline data collection and to focus on the important indicators. BLM anticipates additional refinement of the

remaining indicators over the next few budget cycles. These indicators can serve as "pointers" toward meaningful outcomes. The Department, OMB, and other agencies have been working with BLM to improve its measures.

◆1995 Results◆

BLM's strategic goals and objectives have largely been defined, and are in the process of being widely reviewed. National performance measures have undergone a complete devise-test-revise cycle. A plan for implementing performance measures bureau-wide was developed, including significant field review and piloting at the local level.

While there is considerable diversity in the interests and values of BLM customers, stakeholders, employees, and other governmental entities, there has been surprising agreement on the thrust of national measures. It has been more difficult to find complete internal agreement on the measures as BLM scientists and specialists may have different views of success, or tend to favor outputs as quantifiable measures of progress over qualitative measures of results. Other measures have been questioned as to the difficulty or cost of collecting data. These are some of the difficulties that are currently being addressed as measures are refined.

Data have already been collected for some of the national level performance measures. Reports have yet to be presented which provide analysis of these results and translate the data into management actions. This is expected to occur for a representative set of measures by the end of the fiscal year. BLM is currently focusing on improving its measures, linking measures to resource allocations (*i.e.* funds and people) and deploying GPRA to the field organizations.

BLM has received considerable recognition for their role in working with other natural resource agencies to develop similar measures and for work with customers and stakeholders who often cross agency boundaries. BLM has agreed with the US Forest Service on three areas to cooperate in the development, collection, and analysis of data on performance. These areas include customer service,

recreation, and health of the land. BLM has been collaborating with fourteen other agencies participating in the NPR Measurement Forum to work together in the development of similar processes, definition of measures, and collection of data.

♦Future Plans for Performance Budgeting♦

As national-level data are collected, an evaluation will take place to determine the relationship of performance data to budget utilization and need. The results of this will be combined with other relevant factors to establish funding requests and allocate BLM resources.

Subsequent to the preparation of the budget and collection of required data related to the performance measures and indicators, the CFO Report will be based on financial and performance information. It is anticipated that the 1997 CFO Report will be largely based on a GPRA-driven format, including some outcome measures, graphic representations of accomplishment, clear explanations of the significance of the data.

♦Emphasis on Basic Programs♦

To focus BLM's financial, human, and information resources on the basic mission, in a constrained budget environment, BLM continues to be a reinvention leader within the Department of the Interior.

In 1993, less than two-thirds of the BLM was engaged in operational-field work and more than one-third was doing what the NPR defines as headquarters and administrative type work. In 1996, BLM has improved that ratio to 70 and 30 percent, respectively. The goal is to have 80 percent of efforts directed to operational-field work by 1999 or sooner.

Assessing customer expectations and improving work processes are two areas where BLM is concentrating efforts to achieve the goal of minimizing

overhead and ascertaining that limited funds are used effectively⁴.

In 1996, BLM is operating in a climate of restricted fiscal resources. An important facet of operating in this climate is to redesign principal business processes to achieve major cost savings, while attempting to maintain or improve current levels of quality, service, and speed. Making the investment now (such as in ALMRS) to achieve these changes is key to responding to increasing public demands with fewer fiscal resources. Moreover, major customer and stakeholder groups and own employees have told us that processes need to be simplified and improved. While implementing redesign recommendations, the Bureau will continue to seek out best practices, network with other Federal agencies as well as with State and local governments and private industry, and utilize valuable input from internal and external customers to improve the way BLM does its work.

BLM continues to improve its customer service in both direct and indirect transactions. In 1995, BLM collected significant feedback from internal and external customers. This feedback is being used to support improvement initiatives at the national and local level through redesign teams and through changing the way BLM conducts day-to-day business. BLM will continue to collect and use direct customer feedback in 1996 to improve responsiveness to customers in other Bureau work processes and to supplement the previous national survey of eight customer groups contacted in 1995. BLM will use a "Comment Card" methodology to accomplish this activity in FY1996. Comment Cards and service standards are a culmination of several parallel efforts to develop a systematic measurement system for customer feedback and to help us use resources in the most efficient, cost-effective way.

⁴More detailed information can be found in the *Workforce and Organizational Support Activity* narrative.

1997 Budget Request Overview

The American people have a long-term investment in the resources managed by the Department. The 1997 Budget Request for BLM includes increases totaling \$44 million from the 1996 Policy Estimate. The total 1997 Budget level for the BLM is estimated at \$1,224,728,000. The 1997 President's Budget includes \$1,095,809,000 requested for Current Budget Authority, an increase of \$45,318,000 from the 1996 Policy Estimate. For Permanent Budget Authority, the 1997 Estimate is \$88,419,000, an increase over the previous year estimate due to a projected increase in salvage timber receipts.

The BLM Budget request will support a total of 11,067 Budgeted FTE in 1997, which is an increase of 567 from the 1996 Budgeted level. Of this total, 233 FTE are estimated to be funded from reimbursable accounts. Also included in this total are 615 FTE that will be specifically devoted to seasonal⁵ employees for furthering on-the-ground accomplishments in the following initiatives.

•• Initiatives ••

The BLM is actively involved in initiatives to address long-standing issues concerning management and use of natural resources found on the public lands. Others relate to the Department's and BLM's response to new resource management challenges.

The discussion that follows reflects a carefully considered process of establishing and evaluating priorities, determining trade-offs between programs, and making difficult decisions in proposing funding allocations.

The President's Forest Plan

The President's Forest Plan for a Sustainable Economy and Sustainable Environment (the "Forest Plan") is a

comprehensive and innovative blueprint for forest management, economic development, and coordination in the Pacific Northwest and Northern California.

The Department proposes a total of \$33.2 million for implementation of the *Forest Plan*, in BLM, which focuses on key watersheds and a comprehensive system of old growth reserves to protect old growth ecosystems.

BLM will continue to use watershed analysis and GIS to inventory and evaluate watershed conditions. These watershed analyses are the basis for management decisions, monitoring, and restoration programs. BLM also manages four Adaptive Management Areas to develop and demonstrate new ways to integrate ecological and economic objectives. This will be the second year in which BLM prepares approved timber sales under the rigorous criteria of the *Forest Plan* using the Ecological Timber program. There are currently no "on the shelf" BLM timber sales in the region. Funding will also be used to maintain young forest stands and in late successional reserves where the biological window for effective treatment is closing⁶.

Research by the natural resources research function of the USGS is being conducted in Pacific Northwest ecosystems on stand, watershed, and landscape scales. Studies focus on the effects of forest and riparian management practices on the diversity and integrity of ecosystems development; testing of alternative silvicultural practices; and other high-priority research needs.

To do forest restoration and create job opportunities, the Department requests \$23.0 million for "Jobs in the Woods" projects in the BLM (\$16.0 million), FWS (\$4.0 million), and BIA (\$3.0 million). This meets the Department's commitment to the interagency Memorandum of Understanding to initiate ecosystem restoration projects and provide economic assistance to local communities. This program provides employment opportunities for displaced timber workers by completing riparian

⁵ Seasonal employees are those hired for specific short-term projects, such as staffing a campsite during the high use summer season, fighting fires, and similar activities.

⁶ USFS has already implemented the Ecological Timber Program.

and watershed improvements, stream habitat improvement projects, and reforestation projects. The USFS offers similar opportunities.

California Desert

With passage of the *California Desert Protection Act* and resultant establishment of 69 new wilderness areas in late 1994, the Department has the opportunity to set a new standard for public lands management by managing the California desert as one ecosystem. BLM will do this more efficiently and in a more cost effective manner than ever before. The budget includes a \$1.0 million increase for BLM for processing State and private exchanges, mining claim validity exams, boundary surveys and map preparation, and other resource protection projects.

Enhancing Recreation on the Public Lands

America's public lands are blessed with abundant, diverse and unique natural resources—open prairies, majestic mountains, scenic rivers and trails, wilderness areas and abundant and diverse wildlife resources. Many of these resources are in close proximity to other national treasures, such as National Parks. BLM is expecting a 1.2 million visitor increase to the public lands during 1997 totaling 66 million visitors.

With a proposed increase of \$5 million for improving visitor services, BLM can better meet the expected increases in public demand for dispersed recreation, opportunities to learn more about cultural heritage, and obtaining maps and brochures covering unique and special areas to visit. Basic health and sanitation and the accessibility to facilities will be enhanced by on-the-ground improvements from the proposed increase of funding. In addition, the BLM will be better able to reduce use pressures on National Parks as well as meet some of the demands that popular National Parks are unable to satisfy.

Enhancing Natural Resource Protection

Healthy, productive, and naturally diverse landscapes are essential to the nation's stability and well-being. Keeping the public lands in or returning to these conditions ensure that future generations enjoy social, economic, aesthetic and many other benefits. The proposed increase of \$12 million—detailed in the *Management of Lands and Resources* discussion below will accelerate the restoration and maintenance of the long-term health of the public lands.

Basic to healthy lands is clean water. BLM proposes to begin the long process of cleaning up polluted storm water runoff from abandoned mines—where owners of old mining claims and mines cannot be identified nor located.

For lands to be vegetatively productive, the explosion of noxious weeds must be controlled. In addition, the most vegetatively productive areas of all—riparian areas—must have special attention devoted to them.

To control erosion, and allow sufficient forage for other wildlife species, populations of wild horses and burros must be maintained at the appropriate management level.

Finally, special care must be provided to management of cultural and heritage resources. These non-renewable resources are especially important in understanding the past and the future and represent one of the most important bodies of cultural and scientific resources in the United States. These resources represent some of the earliest evidence of human migration to the North American continent to Spanish exploration in the Southwest to a more recent history of railroading and homesteading. In fact, several recent discoveries on BLM-administered lands—the 11,700 year old site in the Brooks Range, Alaska, and the *Allosaurus*⁷ discovered in Wyoming, only serve to underscore the importance of these resources.

⁷ This was the most dangerous predator of 145 million years ago, was over thirty feet long and could run and jump and slash at the intended victim.

♦ Major Program Changes ♦

♦ Management of Lands and Resources (MLR) ♦

The MLR appropriation is the BLM's largest and primary operating account. It provides funding for the majority of the BLM's natural resources management and operational activities on the public lands. The 1997 Budget Request for MLR is \$575,892,000, a net increase of \$7,830,000 over the 1996 Conference funds. Included in this overall increase from 1996 is a net increase of \$2,830,000 as a result of uncontrollable changes from the 1996 Policy Estimate in 1997 and program increases totaling \$5,000,000.

The following major program changes are recommended in the 1997 President's Budget.

Land Resources

A \$10,000,000 increase is proposed to enhance natural resource protection in a variety of areas.

● In Soil, Water, and Air, \$4,000,000 will be used to begin the process of cleaning up watersheds polluted from abandoned mine runoff, in the states of Colorado and Montana. This is a project conducted with the support of the Governors and State agencies.

● An increase of \$1,000,000 will be used to implement prescribed fire. This will improve watershed vegetative conditions, providing improved wildlife habitat, livestock forage, and reduced insect infestation.

● An increase of \$2,000,000 for Rangeland Management, which will be used to improve rangeland health with emphasis on use of Resource Advisory Committees (RACs) to develop Standards and Guidelines and increasing the BLM's efforts at integrated weed management.

● An increase of \$1,000,000 for Riparian Management to implement riparian improvements through challenge cost share projects, with various interdisciplinary partners, including private, State, and other Federal agencies with emphasis on using the interagency riparian restoration team.

● A \$1,000,000 increase for Cultural Resource Management would be used to enhance site stabili-

zation, protection, and continue challenge cost share projects which are targeted at improving public land stewardship, site interpretation, and to decrease vandalism.

● The \$1,000,000 increase for the Wild Horse & Burro Program allows BLM to maintain the current herd numbers in face of increasing reproduction rates in herds on BLM-administered lands.

Wildlife and Fisheries

A \$2,000,000 increase is proposed for terrestrial and aquatic wildlife habitat improvement in contributing to natural resource protection initiative. This funding will be directed to expanding on-the-ground project developments in cooperation with private and State partners. Solving livestock and big game conflicts, enhancing waterfowl habitat and wetlands, and improving non-game migratory bird habitat will be emphasized.

Recreation Management

The Recreation Resource Management program is proposed to receive a \$1,500,000 increase to support increased visitor services and maintenance of recreational facilities. A \$1,000,000 increase in the Wilderness Management program is proposed to support implementation of the California Desert Protection Act in the form of wilderness boundary surveys, delineation and signing, interim management planning, law enforcement and resource protection, mapping and map preparation, and wilderness management plans. The Recreation Operations program is requesting a decrease of \$1,000,000 due to a more accurate projection of the anticipated receipts collected in 1996.

Realty and Ownership Management

The Alaska Conveyance program is proposed to be decreased by \$2,000,000. This reduction will result in the reduction in the number of exchanges in the State of Alaska and actions undertaken on Alaska settlement actions or cases involving title resolution. This reduction is necessary to enable progress to be made in other higher priority areas.

Resource Protection and Maintenance

A \$2,500,000 increase in the Facilities Maintenance program is proposed to support increased visitor use to developed recreational sites and to improve the condition of many of roads and trails, to close and rehabilitate other roads, and to stabilize the environmental conditions on these sites.

Automated Land and Minerals Records System (ALMRS)

The ALMRS project is proposed to be decreased by \$9,000,000 in 1997. This decrease is in line with the project schedule as the majority of statewide procurements are completed. The schedule for platform upgrades will be lengthened slightly.

Mining Law Administration (From Fees)

The Mining Law Administration program is proposed to be increased by \$5,701,000 over the current continuing resolution level. The increase is needed to improve administration of the program under current authority, with emphasis on: implementation of bonding and occupancy regulations; conducting mineral examinations; facilitating improved coordination with States, and assuring that standards for accepted practices are met.

♦Oregon and California Grant Lands♦

A program increase of \$15,573,000 is proposed to expand implementation of the *President's Forest Plan*. This funding, in conjunction with base funds, will bring BLM's commitment to the *Forest Plan* to a total of \$33,160,000.

Included in the above program increase are:

- ① an expansion of the "Jobs in the Woods" initiative through a proposed program increase of \$8,223,000. Increased funding levels will generate approximately 400 job opportunities that aid in ecosystem restoration and provide economic assistance to local communities; and,
- ② additional support for implementation of the *Forest Plan* by a proposed program increase of \$3,986,000. This increase will be used to ensure future sustainable levels of timber sales in accor-

dance with the *Forest Plan* by continuing watershed analyses, implementing reforestation initiatives, and monitoring forest ecosystems.

Finally, a program increase of \$1,910,000 is proposed for Western Oregon Facilities and Maintenance that will improve facility and transportation maintenance necessary to support the *Forest Plan* as well as enhance recreational services. These improvements will also benefit by providing improved management access for fire protection.

♦Central Hazardous Materials Fund♦

An increase of \$10,500,000 is proposed to address the growing number of sites requiring remediation and the backlog of legal requirements, such as consent decrees, facility agreements, and statutory requirements. This reflects the needs of all DOI Bureaus with hazardous materials management responsibilities. The projects are judged on a priority basis by a consensus of bureaus within the Department.

♦Wildland Fire Management♦

An increase of \$12,000,000 is proposed to implement new, more resource intensive, fire management plans. The total funding requested for this appropriation is \$247,924,000, which reflects the needs of all DOI Bureaus with firefighting responsibilities. BLM is also continuing it's 1996 request to change the structure of this appropriation.

♦Payment in Lieu of Taxes♦

BLM is requesting a funding level of \$101,500,000 in this appropriation which is level with the 1996 Conference level.

♦Land Acquisition♦

BLM is requesting a funding level of \$12,800,000 in this appropriation which is level with the 1996 Conference level.

Draft Bureau of Land Management Strategic Goals, Objectives, Workload Measures and Performance Indicators

♦♦ Goal 1. Maintain the Health of the Land ♦♦

♦Objective a. Establish landscape-based resource condition objectives and improve ability to achieve them.♦

Measures and Indicators

■ Indicator of physical functionality (Measures and Indicators being developed by BLM and interagency groups)

- Percent of lands meeting or exceeding local rangeland standards and guidelines

- Watershed analysis completed (acres)

■ Indicator of biological health (Maintenance of productive capacity, biodiversity, vitality, etc.; Measures and Indicators being developed by BLM and interagency groups)

- Percent of BLM stream miles that meet state water quality standards (or effectiveness of water quality best management practices)

♦Objective b. Identify resources at risk.♦

Measures and Indicators

■ Ecological Site Inventory (acres)

■ Stream riparian assessment (acres)

■ Lake riparian assessment (acres)

- Lake habitat assessed (acres)
- Stream habitat assessed (miles)
- Threatened and endangered habitat assessed (acres)
- Critical stream threatened and endangered habitat assessed (miles)

♦Objective c. Focus resource protection and restoration activities on resources at risk.♦

Measures and Indicators

■ Weed treatment (acres)

■ Rangeland improvement projects devel. (#)

■ Vegetation/Land Treatment (acres)

■ Intensive management applied to lake riparian systems (acres)

■ Intensive management applied to stream riparian systems (miles)

■ Wild horses and burros removed (#)

■ Animals adopted (#)

■ Intensive management applied to upland wildlife habitat (acres)

■ Wildlife projects completed (#)

■ Fisheries projects completed (#)

■ Intensive management applied to lake habitat (#)

■ Intensive management applied to stream habitat (miles)

■ Threatened and endangered species habitat projects developed (#)

■ Intensive management applied to threatened and endangered habitat (acres)

■ Fire rehabilitation projects (acres)

♦♦ Goal 2. Serve Current and Future Customers ♦♦

♦Objective a. Improve opportunities for environmentally sound commercial activities on the public lands.♦

Measures and Indicators

■ Public land use contribution to gross domestic product

- Non-salvage sale volume (MMBF)
- Salvage volume offered (MMBF)
- Value of commodities produced on public lands

■ Reduce minor right-of-way case processing time

- Right-of-way and temporary use permit applications completed per year (#)
- Percentage of minor right-of-way cases processed meeting time standards

■ Reforestation (acres)

■ Forest stand treatments (acres)

■ Transactions of sale of minor forest vegetative products, public domain (#)

■ Recreation fee sites managed (#)

■ Recreation use permits issued and fees collected (#)

■ Recreation leases managed with Land and Water Conservation Fund Fee deposited (#)

■ Special recreation use permits issued where fees were collected (#)

■ Noncompetitive oil and gas lease applications processed (#)

■ Competitive oil & gas lease parcels offered (#)

■ Competitive coal leases issued (#)

■ Applications for permit to drill processed (#)

■ Drainage protection cases retired (#)

■ Geothermal non-competitive leases issued (#)

■ Geothermal competitive leases issued (#)

■ Non-energy pre-lease notices/prospecting permits issued (#)

■ Non-energy competitive leases issued (#)

- FF Mineral materials sales/free use permits issued (#)
- FF Mineral materials non-exclusive site designations completed (#)
- FF Mineral patents processed (#)
- FF New mining claims recorded
- FF Annual mining filings (#)
- FF Small miner waivers (#)

♦Objective b. Improve opportunities for environmentally sound recreation and other leisure activities.♦

Measures and Indicators

- FF Improve recreation customer satisfaction
 - Recreation visits (#)
 - Recreation facilities available by type (#)
 - Quality of recreation facilities
 - Recreation customer satisfaction ratings
- FF Percent acres of public land accessible
- FF Western Oregon easements acquired
- FF Non-fee sites managed (#)
- FF Designated national trails managed (#)
- FF Congressionally-designated National Areas mgt. (#)
- FF Road miles maintained
- FF Trail miles managed
- FF Construction and access projects (#)

♦Objective c. Improve protection of significant cultural and natural features on the public lands.♦

Measures and Indicators

- FF T&E species habitat protected from degradation; increase in T&E populations; removal from or upgrade on list (acres)
- FF Improve opportunities for the use and preservation of cultural resources and paleontological localities
 - Cultural resource sites managed and enhanced for scientific study, public use, and conservation (#)
 - Paleontological localities managed and enhanced for scientific study, public use or conserved through salvage (#)
- FF Designated wilderness area (#)
- FF Designated wilderness (acres)
- FF Areas in Wilderness Study Area interim mgt. (#)
- FF Designated Wild and Scenic Rivers managed (#)
 - Exchange Transactions (#)
- FF Lands acquired by exchange Fee only (acres)

♦Objective d. Reduce threats to public health, safety and property.♦

Measures and Indicators

- FF Acres burned by non-prescribed fires

- FF Prescribed fire (acres)
- FF Fires suppressed (#)
- FF Number and nature of accidents on public lands per visitor day

Public Land Hazards Index:

- Discovery and cleanup of hazardous substance releases
 - Hazards discovered and percent remediated (#)
 - Releases assessed (#)
 - Site cleanups accomplished, emergency responses (#)
 - Site cleanups accomplished, partnerships remediation (#)
 - Open mine shafts (#)
 - Uncapped wells (#)
 - Pollution prevention investm't (\$)

- FF Percent hazmat cost recovery/avoidance
- FF Number of assessments of BLM facilities
- FF Corrective actions taken
- FF Safety and awareness training courses offered
- FF Improvement of business practices related to hazardous materials
- FF Improvement of hazmat-related procurement
- FF Partnerships in hazmat cleanups (#)
- FF Oil and Gas inspection and enforcement (#)
- FF Coal inspections and enforcement (#)
- FF Non-energy inspections and enforcement (#)
- FF Geothermal inspections and enforcement (#)
- FF Mineral material trespass cases closed (#)
- FF Mineral materials inspections/enforcement (#)
- FF Law enforcement-number of part I felonies
- FF Law enforcement-number of part II felonies and misdemeanors
- FF Natural resource violations (#)

♦Objective e. Improve quality of and access to land, resource and title information.♦

Measures and Indicators

- FF Quality of databases that will be converted to the Automated Land and Mineral Record System (ALMRS)
- FF Amount of metadata (data documentation) collected and served on the Internet or publicized

♦Objective f. Improve economic and other assistance.♦

Measures and Indicators

- FF Land exchanges that enhance resource values and/or contribute to local economies (acres)
- FF State indemnity selections (acres)
- FF Leases, easements, and permits (#)
- FF Public land sales (acres)
- FF Right-of Way grants (#)

◆Goal 3. Promoting Collaborative Leadership◆

◆Objective a. Improve the quality of the information available to Congress, other agencies, non-governmental organizations, and the general public about the public lands and the BLM.◆

Measures and Indicators

¶ Customer satisfaction with information (availability, quality, etc...)

◆Objective b. Improve the quality of the scientific information available to public land users and managers and adjacent land owners.◆

Measures and Indicators

¶ Percent satisfaction of participants in BLM partnerships

◆Objective c. Improve resource management decision making processes.◆

Measures and Indicators

None currently identified.

◆Objective d. Reduce barriers to collaboration between BLM offices and among Federal, state, local, and tribal agencies and other affected interests.◆

Measures and Indicators

¶ Threatened and endangered species conservation agreements (#)

◆Objective e. Expand use of volunteers.◆

Measures and Indicators

¶ None currently identified.

◆Objective f. Expand government-to-government relations with Native American Tribes.◆

Measures and Indicators

¶ None currently identified.

Summary of Bureau Appropriations
(DOLLARS ARE IN THOUSANDS)

Appropriations		1995 Actual Amount	1996 Estimate To Date	1997 Budget Request	Change from 1996 Amount
Current					
Management of Lands and Resources	\$	595,526	568,062	575,892	7,830
	FTE	8,950	6,853	6,980	127
Fire Protection	\$	235,693	235,924	247,924	12,000
	FTE	1,535	1,535	1,642	107
Central HAZMAT Fund	\$	13,409	10,000	20,500	10,500
	FTE	0	0	0	0
Construction	\$	11,168	3,115	3,103	(12)
	FTE	35	8	8	0
Payments in Lieu of Taxes	\$	101,409	101,500	101,500	0
	FTE	2	3	3	0
Land Acquisition	\$	13,260	12,800	12,800	0
	FTE	43	43	43	0
Oregon & California Grant Lands	\$	97,254	93,379	108,379	15,000
	FTE	1,113	1,105	1,210	105
Range Improvements	\$	10,350	9,113	9,113	0
	FTE	74	74	74	0
Service Charges, Deposits & Forfeitures	\$	9,349	8,993	8,993	0
	FTE	85	91	91	0
Miscellaneous Trust Funds (Indefinite)	\$	6,955	7,605	7,605	0
	FTE	56	57	57	0
Subtotal, current Appropriations	\$	1,094,373	1,050,491	1,095,809	45,318
	FTE	9,893	9,769	10,108	339
Permanent and Trust:					
Miscellaneous Permanent Approps	\$	80,793	78,063	75,268	(2,795)
	FTE	0	0	0	0
Miscellaneous Trust Funds (Perm.)	\$	1,251	1,601	1,601	0
	FTE	15	16	16	0
Ops & Main of Quarters	\$	259	250	250	0
	FTE	3	2	2	0
Recreation Fee Collections	\$	406	600	450	(150)
	FTE	7	8	8	0
BLM, Recreational Areas Renewal Fund	\$	0	0	0	0
	FTE	0	0	0	0
Forest Ecosystems Health & Recovery	\$	1,919	8,936	9,020	84
	FTE	53	64	77	13
Expenses, Road Maintenance Deposits	\$	1,552	1,830	1,830	0
	FTE	6	8	8	0
Subtotal, Permanents & Perm. Trusts	\$	86,180	91,280	88,419	(2,861)
	FTE	84	98	111	13
Seasonals		0	400	615	215
Reimbursements	FTE	237	233	233	0
Subtotal, Reimbursements	\$	47,034	40,400	40,500	100
Total, Bureau of Land Management	\$	1,227,587	1,182,171	1,224,728	42,557
	FTE	10,214	10,500	11,067	567

Collections

Table 1. Collections in 1993, 1994, 1995, 1996 and 1997 (\$ 000s).

Collection Source	1993 Actual	1994 Actual	1995 Actual	1996 Estimated	1997 Estimated
Sale of Public Land and Materials	11,384	8,490	13,999	9,000	8,600
Miscellaneous Filing Fees	1,337	1,272	1,155	1,300	1,300
Mineral Leasing	900	1,307	1,540	1,550	1,550
Grazing Fees & LU Project Land Receipts	18,816	19,791	18,505	17,664	17,506
Timber Sales	150,698	70,714	45,524	96,181	96,900
Recreation Use Fees	2,276	2,162	2,625	4,000	3,000
Other Receipts, Service Charges, & Fees	119,419	78,379	51,392	51,000	51,000
<i>Total</i>	<i>304,830</i>	<i>182,115</i>	<i>134,740</i>	<i>180,695</i>	<i>179,856</i>

♦♦ General Introduction to Collections ♦♦

In 1997, the Bureau of Land Management (BLM) will collect an estimated total of \$179,856,000 from various sources such as sales of land and materials, grazing fees, timber sales, recreation use fees, and other miscellaneous sources. The 1997 estimate is a decrease of \$839,000 from the 1996 estimated receipts. In 1996, Congress fully appropriated all of the receipts in the Recreation Use Fees account to BLM. This included a carryover balance of approximately \$4.1 million. In FY 1997, the Bureau expects to collect \$3 million in recreation use fees.

In addition to the receipts enumerated here, BLM activities contribute directly toward the generation of about \$1.1 billion in on shore mineral leasing receipts (bonuses, rents, royalties) connected with the leasing of onshore Federal minerals. (These mineral leasing receipts are reflected in the Minerals Management Service (MMS) budget.)

♦♦ Collections by Source ♦♦

Table 1 shows total BLM collections in 1993, 1994, and 1995, and the estimated collections for 1996 and 1997, by source.

♦ Descriptions ♦

- *Sales of Public Land and Materials* – This category includes receipts from the sale of Public Land, including land sales in Clark County, Nevada, under the *Burton-Santini Act*, and sales of vegetative and mineral materials, with the following exceptions:
 - Sale of timber from the Public Domain land;
 - Sale of land, materials and timber from Oregon and California (O&C) Grant Lands and from Coos Bay Wagon Road (CBWR) Lands;
 - Sale of land and materials from Land Utilization (LU) project lands;

- Sale of land and materials from Reclamation Lands (reserved or withdrawn); and
- Sale of townsites and reclamation projects.

• **Miscellaneous Filing Fees** – An estimated \$1,300,000 in miscellaneous filing fees will be collected in 1997. These fees result primarily from filing fees for applications to noncompetitively lease oil and gas “over-the-counter” after tracts were offered in competitive sales and were not leased. This method of leasing was authorized by the *Federal Onshore Oil and Gas Leasing Reform Act of 1987* (Sec. 5101, P.L. 100–203). A small amount of receipts are collected from other miscellaneous filing fees, such as fees received for filing or recording documents; charges for registration of individuals, firms or products; and requests for approval of transfer of leases or permits.

• **Mineral Leasing** – This category includes rental collections from oil and gas pipeline rights-of-way associated with lands leased under the *Mineral Leasing Act (MLA)* and the *Mineral Leasing Act for Acquired Lands*. The MMS assumed responsibility for collection and distribution of most mineral leasing receipts in 1985. BLM continues to collect first-year rentals and initial bonuses from mineral leasing but deposits these receipts directly into MMS accounts.

• **Grazing Fees and Receipts from Land Utilization (LU) Project Lands** – This category includes all grazing fees collected from BLM administered Public Land and certain other receipts, such as from the sale of land and materials and mineral leasing from Land Utilization (LU) Project lands administered by the BLM.

From 1978 through 1985, Public Land grazing fees were based on a formula established in the *Public Rangelands Improvement Act of 1978 (PRIA)*. The statutory authority for this formula expired on December 31, 1985. On February 14, 1986, the President issued Executive Order 12548 directing the continued use of the PRIA formula to set grazing fees for the Public Lands. The grazing fee is updated annually based on index factors including, private land lease rates, beef cattle prices, and the cost of production.

Based on the PRIA formula, the fee has been \$1.86 per AUM for the 1989 grazing year, \$1.81 per AUM for 1990, \$1.97 per AUM for 1991, \$1.92 per AUM for 1992, \$1.86 for 1993, \$1.98 for 1994, and \$1.61 for the 1995 grazing year. For the 1996 grazing year, which will begin on March 1, 1996, the fee is \$1.35 per AUM. Additionally, in accordance with the new grazing regulations, a surcharge will be added to the grazing fee bill for authorized grazing of livestock owned by persons other than the permittee or lessee except where such use is made by livestock owned by sons and daughters of permittees and lessees. The surcharge is equal to 35 percent of the difference between the 1996 grazing fee and the 1995 private land lease rate for the State where the pasturing agreement occurs. Anticipated grazing receipts reflect these fee rates.

Grazing and other receipts in this category are collected from the following sources:

- **Collections from Grazing, etc., Public Land Outside of Grazing Districts, BLM.** Includes receipts collected from grazing on Public Land outside of grazing districts organized under the authority of the *Taylor Grazing Act of 1934*, such as:

- Receipts from Public Land leased for grazing under the authority of *Section 15 of the Taylor Grazing Act*, and from grazing on LU Project Lands transferred to the Department of the Interior by *Executive Orders 10046, 10234, and 10322* to be administered by BLM under the authority of *Section 15 of the Taylor Grazing Act*;

- Receipts collected by other agencies under cooperative agreements; and

- Crossing fees and trespass collections for grazing on Section 15 Lands.

Excludes grazing receipts from O&C and Coos Bay Wagon Road Lands in Western Oregon, from LU Project Lands transferred by *Executive Orders 10787 and 10890*, and grazing receipts covered by other laws.

Fees from this source constitute 10 to 15 percent of total receipts in this category.

Table 2. Timber Collections 1992 - 1997 (\$ 000s).

Source	1992 Actual	1993 Actual	1994 Actual	1995 Actual	1996 Estimated	1997 Estimated
Oregon and California Grant Lands	181,304	131,359	60,075	39,928	83,281	83,978
Coos Road Wagon Road Lands	6,789	3,009	4,062	350	6,300	6,422
Public Domain (incl. western Oregon)	16,618	17,675	7,817	5,245	6,600	6,500
Forest Ecosystem (sale of salvage timber)	0	5,627	3,473	1,919	8,900	9,000
<i>Total</i>	<i>204,711</i>	<i>157,670</i>	<i>75,427</i>	<i>47,442</i>	<i>96,181</i>	<i>96,900</i>

• *Collections from Grazing, etc., Public Land Within Grazing Districts, BLM.* Includes grazing receipts from Public Land within organized grazing districts established under the authority of *Section 3 of the Taylor Grazing Act of 1934*, receipts from grazing on LU Project Lands transferred to BLM administration under *Executive Orders 10046, 10234, and 10322*, and from crossing fees and trespass collections from grazing on Section 3 Lands. Fees from this source constitute 75 to 80 percent of total receipts in this category.

• *Collections from Land Utilization (LU) Project Lands, BLM.* Includes all receipts from grazing and the sale of land and mineral leasing from LU project lands which were acquired under the authority of the *Bankhead-Jones Act of 1937* and transferred to the Department of the Interior by *Executive Orders 10787 and 10890* for administration by BLM. Total fees from this source constitute 5 to 10 percent of total receipts in this category.

Fifty percent of all grazing receipts collected under the Taylor Grazing Act and 50 percent of all receipts (including mineral receipts) from LU Project Lands transferred to BLM by *Executive Orders 10787 and 10890* are allocated to the Range Improvements Fund. As provided in the *Taylor Grazing Act, FLPMA, and the Public Rangelands Improvement Act*, when appropriated by Congress, these funds are available for the construction, purchase and development of range improvements. Appropriations are made from the receipts collected during

the previous fiscal year.

• *Timber Sales* – Included are collections from the sale of timber and other natural land products from the Oregon and California (O&C) Grant Lands and from the Coos Bay Wagon Road Lands (CBWR) in Oregon, from reserved or withdrawn lands under the jurisdiction of the Bureau of Reclamation, from sale of town sites within reclamation projects, and from public domain timber sales. Estimates are based on historical data, anticipated changes in factors affecting timber demand, and local timber market conditions.

• *Timber Collections* – The 1995 timber sale receipts were down from 1994, primarily due to the lack of new timber on the market, and a reduction in the volume of timber previously sold but uncut.

The estimated 1996 collections will increase from the 1995 level due to an increase in salvage timber sales. Receipts for 1996 are derived from a technical estimate of a harvest level of 155 MMBF in 1996.

• *Timber Salvage Receipts* – Beginning in 1993, the Forest Ecosystem Health and Recovery Fund was established and funded from the revenue generated from the Federal share of receipts from the sale of salvage timber on the Oregon and California Grant Lands, Public Domain Lands, and Coos Bay Wagon Road Lands. Legislative direction in the Emergency

Salvage Timber Sale Provisions of the 1995 Rescissions Act, encourages increased levels of salvage timber to be harvested in 1996. This directive is due to increased mortality from drought, insect disease and the FY 1994 wildfires. The salvage timber estimated collections for 1996 are \$8,936,000. Since this revenue is dedicated to the Fund, it is now being identified separately in these tables.

- **Recreation Use Fees**—Funds in this program are used to improve the condition of recreation facilities from which fees are collected, perform recreation facilities maintenance and provide for general operation of fee generating recreational sites. The funding comes from the fees collected for recreation use of the public lands under BLM's Recreation Permit programs in the preceding fiscal year. The *Omnibus Budget Reconciliation Act of 1993* amended the *Land and Water Conservation Fund Act* (LWCF) and further expanded collection of recreation use fees deposited into a special account established for each agency in the Treasury of the United States. Funds deposited in the account are authorized to be made available for appropriation in the following fiscal year through the "Management of Lands and Resources" appropriation and are available until expended.

In 1993, Congress amended provisions of the LWCF Act concerning fee collection. The amendments allowed BLM to retain and spend up to 15 percent of recreation receipts collected during the current year to offset fee collection costs; assess fees for a much broader range of recreation sites; charge an entrance fees for National Conservation Areas; and charge for Federal recreation passports (Golden Age and Golden Eagle, etc.). These amendments provided the basis to increase recreation fee collections to field managers to emphasize recreation maintenance, visitor services, and improve customer satisfaction at all recreation facilities.

The 1997 appropriation will be derived from the recreation receipts collected in 1996 and are expected to total approximately \$4.0 million. Prior to 1996 only a portion of the recreation user fees were appropriated for use by BLM. The budget

proposes to improve visitor services and enhance recreation maintenance for fee sites. The funds are appropriated to BLM as part of the "Management of Lands and Resources" account.

- **Other Receipts, Service Charges, and Fees**—The major categories of other receipts collected by the BLM that are not otherwise classified are:

- Rent of land for authorized commercial, industrial and residential purposes;

- Annual rentals from rights-of-way permits (except those issued under the authority of the Mineral Leasing Act);

- Service Charges, Deposits, and Forfeitures include revenues from special program services such as road maintenance fees, rights-of-way application processing fees, wild horse and burro adoption fees, fees charged to timber sale purchasers when BLM performs work required by the contract, reimbursement to the government for damage to lands and resources, and copy fees;

- Contributions, which are funds contributed to BLM from non-federal sources for projects or work as authorized by the *Federal Land Policy and Management Act*, *Taylor Grazing Act*, *Sikes Act*, and other laws; and

- mining claim-related fees: The *Department of the Interior and Related Agencies Appropriations Act for 1989* (43 U.S.C. 1474) provided that receipts for 1989 and thereafter from fees established by the Secretary of the Interior for processing actions relating to the administration of the General Mining Laws shall be immediately available to BLM for Mining Law Administration program operations.

The *Omnibus Budget Reconciliation Act of 1993* (P.L. 103-66) established an annual \$100 per claim maintenance fee for unpatented mining claims and sites through FY 1998. The law allows a waiver from the fee for those claimants who hold 10 or fewer claims. The Act also established a \$25 per claim location fee for new claims, to be paid at the time of recordation.

The Department of the Interior and Related Agencies Appropriations Act for 1994 (P.L. 103-138) provided that funds shall be available to BLM for Mining Law Administration program operations, to be reduced by amounts collected from annual mining claim fees.

The budget projections are based on passage of legislation that extends the claim and location fees and adjusts the fees annually based on the consumer price index.

Table 3. Payments of Bureau of Land Management Receipts to States, 1995 (\$ rounded to nearest thousands; actual).

State	Mineral Leases and Permits [†]	Grazing Receipts Outside Grazing Districts	Grazing Receipts Inside Grazing Districts	Sale of Public Land and Materials	Other	Total
Alaska	21,000	0	0	2,000	0	23,000
Arizona	25,000	120,000	93,000	41,000	0	279,000
California	47,000	93,000	21,000	63,000	0	224,000
Colorado	87,000	34,000	94,000	21,000	0	236,000
Idaho	11,000	25,000	220,000	18,000	0	274,000
Montana	11,000	122,000	152,000	23,000	0	308,000
Nebraska	0	1,000	0	1,000	0	2,000
Nevada	16,000	10,000	306,000	667,000 [‡]	0	999,000
New Mexico	300,000	172,000 ^{††}	280,000	30,000	0	782,000
North Dakota	0	8,000	0	2,000	0	10,000
Oklahoma	8,000 ^{††}	0	0	0	0	8,000
Oregon	5,000	31,000	156,000	73,000	76,416,000 ^{†††}	76,681,000
South Dakota	0	76,000	0	0	0	76,000
Utah	23,000	0	181,000	17,000	0	221,000
Washington	0	26,000	0	12,000	0	38,000
Wisconsin	0	0	0	0	0	0
Wyoming	209,000	392,000	224,000	47,000	0	872,000
Totals	763,000	1,110,000	1,727,000	1,017,000	76,416,000	81,033,000

[†] BLM continues to make payments on receipts from the National Petroleum Reserve—Alaska and other minor categories of mineral receipts even though MMS has primary responsibility for mineral receipts collection.

[‡] Includes Nevada land sales.

^{††} Includes National Grasslands, grazing and minerals receipts.

^{†††} Includes Oklahoma royalties.

^{††††} Includes \$75,813,000 from O&C Grant Lands and \$603,000 from Coos Bay Wagon Road timber receipts.

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Appropriation: Management of Lands and Resources

Appropriation Language Sheet

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, acquisition of easements and other interests in lands, and performance of other functions, including maintenance of facilities as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau, and assessment of mineral potential of public lands pursuant to 16 U.S.C. 3150(a), \$575,892,000, to remain available until expended, of which \$3,000,000 shall be derived from the special receipt account established by the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 4601-6a(f)); of which \$1,000,000 shall be available, subject to a match by at least an equal amount by the National Fish and Wildlife Foundation, to such Foundation for challenge cost share projects supporting fish and wildlife conservation affecting Bureau lands; in addition, \$27,379,000 for Mining Law Administration program operations, to remain available until expended, to be reduced by amounts collected by the Bureau and credited to this appropriation from annual mining claim fees so as to result in a final appropriation estimated at not more than \$575,892,000; and in addition, not to exceed \$5,000,000, to remain available until expended, from annual mining claim fees, which shall be credited to this account for the costs of administering the mining claim fee program, and \$2,000,000 from communication site rental fees established by the Bureau for the cost of administering communication site activities: Provided, That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau or its contractors.

Appropriation Language Citations

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, acquisition of easements and other interests in lands, and performance of other functions, including maintenance of facilities as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau, and assessment of mineral potential of public lands pursuant to 16 U.S.C. 3150(a), \$575,892,000, to remain available until expended, of which \$3,000,000 shall be derived from the special receipt account established by the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 4601-6a(l)); of which \$1,000,000 shall be available, subject to a match by at least an equal amount by the National Fish and Wildlife Foundation, to such Foundation for challenge cost share projects supporting fish and wildlife conservation affecting Bureau lands: in addition, \$27,379,000 for Mining Law Administration program operations, to remain available until expended, to be reduced by amounts collected by the Bureau and credited to this appropriation from annual mining claim fees so as to result in a final appropriation estimated at not more than \$575,892,000; and in addition, not to exceed \$5,000,000, to remain available until expended, from annual mining claim fees, which shall be credited to this account for the costs of administering the mining claim fee program, and \$2,000,000 from communication site rental fees established by the Bureau for the cost of administering communication site activities: Provided, That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau or its contractors.

16 U.S.C. 594,
43 U.S.C. 17015,
30 U.S.C. 181 et seq.,
30 U.S.C. 351-359;
43 U.S.C. 2, 31(a), 52, 315,
43 U.S.C. 1701 et seq., and 1901 et seq.,
78 Stat. 986,

P.L. 103-332

P.L. 104-91, 104-92, and 104-99.

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the public lands owned by the United States.

30 U.S.C. 181 et seq., the *Mineral Leasing Act of 1920, as amended*, provides for the leasing of deposits of coal, phosphate, sodium, potassium, oil, oil shale, native asphalt, solid and semi-solid bitumen, and bituminous rock or gas, and lands containing such deposits owned by the United States, including those in national forests, but excluding those acquired under other acts subsequent to February 25, 1920, and those within the national petroleum and oil shale reserves. The Act also preserves the right of pre-1920 oil shale mining claims to be patented.

30 U.S.C. 351-359, the *Mineral Leasing Act for Acquired Lands*, provides for the leasing of coal, phosphate, oil, oil shale, gas, sodium, potassium, and sulfur which are owned or acquired by the United States and which are within the lands acquired by the United States, with the consent of the head of the agency having jurisdiction over the lands containing such deposits.

43 U.S.C. 2 provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the public lands of the United States, or in anyway respecting such public lands, and, also, such as relate to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

43 U.S.C. 31(a) provides for the classification of the public lands and examination of the geological structure, mineral resources, and products of the National domain.

43 U.S.C. 52 provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked, without delay, all base and meridian lines through such points and perpetuated by such monuments, and such other

correction parallels and meridians as may be prescribed; that all private land claims shall be surveyed after they have been confirmed by authority of Congress, so far as may be necessary to complete the survey of the public lands; and that he shall transmit general and particular plats of all lands surveyed by him to such officers as he may designate.

43 U.S.C. 315, the *Taylor Grazing Act of 1934*, as amended, provides that the Secretary of the Interior is authorized to establish grazing districts from any part of the public domain of the United States (exclusive of Alaska) which, in his opinion, are chiefly valuable for grazing and raising forage crops, to regulate and administer grazing use of the public lands, and to improve the public rangelands.

43 U.S.C. 1701 *et seq.*, the *Federal Land Policy and Management Act of 1976*, as amended, provides for the public lands to be generally retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public lands statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the public lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protecting areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1901 *et seq.*, the *Public Rangelands Improvement Act of 1978*, provides for the improvement of range conditions on public rangelands, research on wild horse and burro population dynamics, and other range management practices.

78 Stat. 986 provides for the classification of certain lands administered exclusively by the Secretary of the Interior in order to provide for their disposal or interim management under principles of multiple-

use and to produce a sustained yield of products and services. Although this authority has expired, the classifications remain in effect.

43 U.S.C. 1715 provides the Secretary of the Interior to acquire, by purchase, exchange, donation, or eminent domain (for access to public lands only), land and interests in lands.

Continuing Resolutions, P.L. 104-91, 104-92, 104-99, provide funding for BLM in 1996, based upon levels in P.L. 103-332, the *Department of the Interior and Related Agencies Appropriations Act for 1995*.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1995 Actual		1996 Estimate To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1997 Budget Request		Inc. (+) Dec. (-) from 1996	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
MANAGEMENT OF LANDS & RESOURCES	6,950	595,526	6,853	566,062	0	2,830	127	5,000	6,980	575,892	127	7,830
Land Resources	1,550	114,237	1,505	112,828	0	607	82	10,000	1,567	123,435	82	10,607
Soil, Water, & Air	227	17,304	227	17,000	0	91	42	5,000	269	22,081	42	5,081
Rangeland	750	47,444	740	49,983	0	269	10	2,000	750	52,252	10	2,269
Forestry	105	6,721	87	5,500	0	30	0	0	87	5,530	0	30
Riparian	175	13,948	179	14,500	0	76	10	1,000	189	15,578	10	1,076
Cultural Resources	159	11,980	146	11,000	0	59	10	1,000	156	12,059	10	1,059
Wild Horses & Burros	153	16,840	126	14,845	0	80	10	1,000	136	15,925	10	1,080
Wildlife & Fisheries	318	24,338	325	25,100	0	134	20	2,000	345	27,234	20	2,134
Wildlife	261	18,271	268	19,000	0	101	10	1,000	278	20,101	10	1,101
Fisheries	57	6,057	57	6,100	0	33	10	1,000	67	7,133	10	1,033
Threatened & Endangered Species	192	17,992	171	16,500	0	81	0	0	171	16,581	0	81
Recreation	610	40,178	647	44,139	0	225	25	1,500	672	45,894	25	1,725
Wilderness	165	13,372	175	14,000	0	72	10	1,000	185	15,072	10	1,072
Recreation	421	25,350	423	26,139	0	133	15	1,500	438	27,772	15	1,633
Recreation Operations	24	1,456	49	4,000	0	20	0	(1,000)	49	3,020	0	(980)
Energy & Minerals	1,057	68,121	1,037	67,161	0	332	0	0	1,037	67,493	0	332
Oil & Gas	810	51,716	810	51,800	0	256	0	0	810	52,056	0	256
Coal	99	7,842	79	6,819	0	34	0	0	79	6,853	0	34
Other Mineral Resources	148	8,563	148	8,542	0	42	0	0	148	8,584	0	42
Alaska Minerals	0	0	19	2,000	0	10	0	0	19	2,010	0	10
Realty & Ownership	1,021	72,518	975	69,367	0	333	(20)	(2,000)	955	67,700	(20)	(1,667)
Alaska Conveyance & Land Cadastral Survey	320	31,346	299	29,981	0	144	(20)	(2,000)	279	28,125	(20)	(1,856)
Land & Realty	197	12,317	176	11,000	0	53	0	0	176	11,053	0	53
	504	28,855	500	28,986	0	136	0	0	500	28,522	0	136
Resource Protection and Maintenance	783	69,379	698	63,801	0	327	20	2,500	718	66,628	20	2,827
Resource Mgt Planning	188	9,516	167	8,500	0	44	0	0	167	8,544	0	44
Facilities Maintenance	331	32,617	306	30,100	0	154	20	2,500	326	32,154	20	2,854
Resource Prot. & Law Enfc	130	10,154	130	10,201	0	53	0	0	130	10,254	0	53
Hazardous Materials	134	17,092	95	15,000	0	76	0	0	95	15,076	0	76
Emergency Operations	0	0	0	0	0	0	0	0	0	0	0	0
Emergency Damage Lands	0	0	0	0	0	0	0	0	0	0	0	0
Grasshoppers & Mormon Cricket Control	0	0	0	0	0	0	0	0	0	0	0	0
Workforce and Organizational Support	853	119,594	823	116,166	0	574	0	0	823	116,740	0	574
Information Systems Oprs	154	14,886	146	14,500	0	130	0	0	146	14,830	0	130
Administrative Support	699	46,405	677	45,500	0	444	0	0	677	45,944	0	444
Bureauwide Fixed Costs	0	58,303	0	56,166	0	0	0	0	0	56,166	0	0
Mining Law Administration	368	0	455	0	0	0	0	0	455	0	0	0
Mining Law Administration	344	21,809	431	27,650	0	0	(350)	0	431	27,300	0	(350)
Mining Claim Fee	24	4,990	24	5,000	0	0	0	0	24	5,000	0	0
Offsetting Collections	0	(26,599)	0	(32,650)	0	0	0	350	0	(32,300)	0	350
Automated Land & Mineral Recordation	198	69,179	198	51,000	0	207	0	(9,000)	198	42,207	0	(8,793)

JUSTIFICATION OF UNCONTROLLABLE COST CHANGES
(dollars are in thousands)

Management of Lands and Resources

	1996 Enacted	1997 Change
Additional cost in 1997 of the January 1996 Pay Raises		285
The adjustment is for an additional amount needed in 1997 to fund a portion of the estimated cost of pay increases effective in January 1996.		
Additional cost in 1997 of the January 1997 Pay Raises		2,035
The adjustment is for an additional amount needed in 1997 to fund a portion of the estimated cost of pay increases effective in January 1997.		
Additional cost in 1997 for Worker's Compensation Payments		172
The adjustment is for changes in the cost of compensating injured employees and dependents of employees who suffered accidental deaths while on duty. Costs for 1997 are for the 12-months ending June 1995 and are paid to the Department of Labor, Federal Employees Compensation Fund, pursuant to 5 U.S.C. 8147(b) as amended by P.L. 96-499.		
Additional cost in 1997 for Unemployment Compensation Payments		338
The adjustment is for changes in the costs of unemployment compensation claims to be paid to the Department of Labor, Federal Employees Compensation Account, in the Unemployment Trust Fund, pursuant to Public Law 96-499.		

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Activity Summary

Activity: Land Resources

Table 1. Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
Soil, Water, Air Mgmt. \$	17,304	17,000	+78	+5,000	22,091	+5,091
FTE	227	227	0	+42	269	+42
Rangeland Mgmt. \$	47,444	49,983	+269	+2,000	52,252	+2,269
FTE	730	740	0	+10	750	+10
Forestry Mgmt.. \$	6,721	5,500	+30	0	5,530	+30
FTE	105	87	0	0	87	0
Riparian Mgmt. \$	13,948	14,500	+78	+1,000	15,578	+1,078
FTE	176	179	0	10	189	+10
Cultural Resources Mgmt. \$	11,980	11,000	+59	+1,000	12,059	+1,059
FTE	159	146	0	+10	156	+10
Wild Horse & Burro Mgmt. \$	16,840	14,845	+80	+1,000	15,925	+1,080
FTE	153	126	0	+10	136	+10
Total Dollars	114,237	112,828	+607	+10,000	123,435	+10,607
Total FTE	1,550	1,505	0	+82	1,587	+82

♦♦ Authorizations ♦♦

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701 et seq.) provides for resource management, rehabilitation, protection, improvement, planning, and administration on the basis of sustained yield. It provides for the management of the public lands in a manner that will protect the quality of ecological, environmental, air and atmospheric, and water resource values. It requires the preparation and maintenance of an inventory of public land resources on a continuing basis, and compliance with applicable state and federal air and water pollution control laws. It

also requires the protection of scientific, scenic, historical and archaeological values; preservation and protection of certain public land in its natural condition. It directs that areas of critical environmental concern be given priority in the inventory of public land, in developing and revising land use plans, and in applying special protective management. It provides for the management of the California Desert Conservation Area and implementation of the Desert Plan.

The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908) requires the improvement of the condition of public rangelands, and other

range management practices and that the condition of the public rangelands be improved so that they become as productive as feasible for watershed protection, livestock grazing, wildlife habitat and other rangeland values.

The Taylor Grazing Act of 1934, as amended (43 U.S.C. 315), provides for the regulation of livestock grazing, improvement of the productive capacity of the public rangeland, and stabilization of the livestock industry. It provides for the evaluation of erosion control, the development of improvements necessary to enhance watershed values, and wildlife management on public lands.

The Farm Tenant Act of 1937 ("Bankhead-Jones Act") (7 U.S.C. 1012-1013A) provides for management of lands acquired under this Act, some of which are under the jurisdiction of the BLM.

The Carlson - Foley Act of 1968 (42 U.S.C. 1241-1243) authorizes the agency to reimburse States for expenditures associated with coordinated control of noxious plants.

The National Environmental Policy Act of 1969 (42 U.S.C. 4321, 4331-4335, 4341-4347) requires the preparation of environmental impact statements for any Federal project which may have a significant effect on the environment. It requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment.

The Wild Free-Roaming Horse and Burro Act of 1971, as amended by the Public Rangelands Improvement Act of 1978 (16 U.S.C. 1331-1340) provides for the management, protection and control of wild horses and burros on public lands and authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the Government.

The Clean Water Act, as amended by the Water Quality Act of 1987 (33 U.S.C. 404), requires BLM to participate in State and Federal water quality planning and permitting activities which require

exchanging data, resource planning, revising standards, and developing management practices for the control of non-point source pollution.

The Safe Drinking Water Act Amendments of 1977 (42 U.S.C. 201), amends §2 of the Safe Drinking Water Act to require compliance with all Federal, State, or local statutes for safe drinking water.

The Colorado River Basin Salinity Control Act Amendment of 1984 (43 U.S.C. 1593), amends §203 of the Colorado River Basin Salinity Control Act and directs the Department of the Interior to undertake research and develop demonstration projects to identify methods to improve the water quality of the Colorado River. The amendment requires BLM to develop a comprehensive salinity control program, and to undertake advanced planning on the Sinbad Valley Unit.

The National Dam Inspection Act of 1972 (33 U.S.C. 467), requires the Secretary of the Army, acting through the Chief of Engineers, to carry out a dam inspection program to protect human life and property. The Secretary establishes a comprehensive national program of inspection, regulation and coordination of responsibilities assumed by Federal agencies. BLM is responsible for collecting data on dams of 25 feet or more in height which impound 50 acre-feet of water or more on the public land.

The Soil and Water Resources Conservation Act of 1977 (16 U.S.C. 2001), provides for the conservation, protection and enhancement of the Nation's soil, water, and related resources for sustained use.

The Clean Air Act of 1990 as amended (42 U.S.C. 7401-7642), requires BLM to protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the State implementation plans.

The Antiquities Act of 1906 (16 U.S.C. 432) provides protection for cultural resources on Federal lands and imposes penalties for excavation or appropriation without a permit.

The Historic Sites Act (16 U.S.C. 461) declares national policy to identify and preserve "historic sites, buildings, objects, and antiquities" of national significance, providing a foundation for the National Register of Historic Places. The National Historic Landmarks program of the National Park Service stems from this act.

The National Historic Preservation Act of 1966, as amended (16 U.S.C. 470) expands protection of historic and archaeological properties to include those of national, State and local significance. It also directs Federal agencies to consider the effects of proposed actions on properties eligible for or included in the National Register of Historic Places.

The Archaeological Resources Protection Act of 1979, as amended (ARPA) (16 U.S.C. 470a, 470cc and 470ee) requires permits for the excavation or removal of Federally administered archaeological resources, encourages increased cooperation among Federal agencies and private individuals, provides stringent criminal and civil penalties for violation of prohibitions, and requires Federal agencies to develop plans and schedules for inventory of lands to identify important resources vulnerable to looting, and to develop a violation tracking system.

The Chacoan Culture Preservation Act of 1980 (16 U.S.C. 410) provides for preservation, protection,

research, and interpretation of the Chacoan system, including 33 "Archaeological Protection Sites", located throughout the San Juan Basin on public, State, Indian and private lands.

The Native American Graves Protection and Repatriation Act (NAGPRA) of 1990 (25 U.S.C. 3001) requires agencies to inventory archaeological and ethnological collections in their possession or control (which includes non-Federal museums) for human remains, associated funerary objects, sacred objects, and objects of cultural patrimony; identify them geographically and culturally; and notify appropriate tribes within 5 years.

The Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460) provides for the establishment of the Land and Water Conservation Fund, special bureau accounts in the U.S. Treasury, the collection and disposition of recreation fees, the authorization for appropriation of recreation fee receipts, and other purposes.

The King Range Act of 1970, as amended (16 U.S.C. 460y) provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes.

An Act to establish the Red Rock Canyon National Conservation Area in Nevada (16 U.S.C. 460ccc) provides for the conservation, protection and enhancement of cultural and natural resources values by the Bureau of Land Management within the Red Rock Canyon National Conservation Area.

An Act to establish the El Malpais National Monument and the El Malpais National Conservation Area in the State of New Mexico, (16 U.S.C. 460uu-21) provides for the protection and management of natural and cultural resource values within the El Malpais National Conservation Area by the Bureau of Land Management.

An Act to provide for the designation and conservation of certain lands in Arizona and Idaho (16 U.S.C. 460xx) establishes the San Pedro Riparian National Conservation Area in Arizona and provides for management and development for recreation and other multiple use purposes.

Executive Order 11988, Floodplain Management, May 24, 1977 (42 F.R. 26951) provides for the restoration and preservation of national and beneficial floodplain values and enhance the natural and beneficial values of wetlands in carrying out programs effecting land use.

Executive Order 11990, Protection of Wetlands, May 25, 1977 (42 F.R. 26961) directs that wetland and riparian habitats on the Public Lands be identified, protected, enhanced, and managed.

Executive Order 12088, Federal Compliance with Pollution Control Standards October 17, 1978 (43 F.R. 47707), sets the requirements for standards applicability, agency coordination and limits on exemptions from standards.

E.O. 11593 of May 13, 1971, Protection and Enhancement of the Cultural Environment (36 FR 8921) directs Federal agencies to locate, inventory, nominate, and protect Federally owned cultural resources eligible for the National Register of Historic Places, and to ensure that their plans and programs contribute to preservation and enhancement of non-Federally owned resources.

♦♦Activity Description♦♦

This activity provides for integrated management of the public land resources. BLM manages these resources on a landscape basis in which each subactivity contributes to the overall health of the landscape.

The overall objective is to provide resource values, uses and benefits, such as recreational use; forest lands; watershed values; riparian habitat; wildlife and fisheries habitat; forage for livestock; cultural values; and wild horse and burro habitat. Subactivities within the Land Resources are summarized below.

♦Soil, Water, and Air Management♦

The program provides for the protection of soils, watershed values, and air resources on the public lands, reduces salinity and runoff from the public lands to protect water quality and provide basic

data and technical information for soil, water and air resources.

♦♦Rangeland Management♦♦

Rangeland management is a major part of the BLM's multiple-use approach to public lands ecosystem and natural resource management. Through interdisciplinary management techniques, range management activities contribute to the well being of other programs. Activities, such as inventory and monitoring, the development of vegetation objectives and activity plan development are completed jointly with other programs in order to meet wildlife habitat needs, wild horse and burro needs, and watershed requirements as well as to provide livestock forage. Through the rangeland management program, the condition of upland ranges and riparian areas can be maintained or improved for a variety of uses and values.

BLM stresses the management of rangeland resources on a landscape basis. This type of management considers the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and landscape characteristics when developing and implementing resource objectives and management actions.

♦Forestry Management♦

BLM is responsible for the management, development, and protection of approximately 45 million acres of forest land in 11 Western States and Alaska (excluding Western Oregon). An estimated 9 million acres are forest lands of commercial timber capability, including a potential 7 million acres in Alaska, and 36 million acres are woodland. These forested lands are uniquely woven throughout the public lands.

In 1990 a strategic plan "Forests: Our Growing Legacy" was designed to improve BLM's capability and effectiveness in addressing a new philosophy in forest management practices. The strategic plan emphasizes overall forest ecosystem management while providing for the harvest of commercial timber and other forest products. Imple-

mentation guidelines were completed in 1991. This document complements other BLM strategic plans including *Fish and Wildlife 2000*, *Recreation 2000*, and the *Riparian/Wetlands Initiative*. This forest management strategy is an essential link to these other BLM programs and strategic plans, and reflects the new forest policy of managing from a forest ecosystems perspective.

♦Riparian Management♦

The BLM manages nearly 24 million acres of land classified as riparian or wetland. These areas support some of the most ecologically diverse plant and animal communities on the public lands. Because of their importance to many natural ecosystems and resources, including wildlife habitat and fisheries, and their relative scarcity, they are often focal points for other multiple-use activities as well.

The BLM places a high priority on the management and improvement of riparian-wetland systems. Riparian area management is a key issue on rangeland areas and continues to be a focal point of resource management priorities. These areas have ecological significance far beyond their small acreage. They provide vital components of the habitat for hundreds of wildlife and fish species, remove sediment from water, afford greater water storage capacity, dissipate flood waters and offer excellent recreational opportunities.

The strategies for restoration and management of these vital areas include interdisciplinary efforts and a participatory approach, especially in concert with livestock grazing management activities.

♦Cultural Resources Management♦

As the manager of the Nation's largest land estate, the BLM manages the Federal Government's largest, most varied, and scientifically important body of cultural resources. The BLM has conducted inventory on more than 10 million acres of the 270 million acres of public lands in the 11 Western States and Alaska, or about four percent of the total area. More than 175,000

cultural properties (e.g., archaeological and historic sites) have been discovered through this inventory, with estimates of the total number ranging between four and five million. These resources span the entire period of human presence in the Western Hemisphere.

BLM's Resource Management Plans (RMPs) broadly categorize all cultural resources in terms of their public and scientific uses, and establish priorities for developing more detailed cultural resource management plans which set out precise on-the-ground management actions.

♦Wild Horse & Burro Management♦

In June, 1992, the BLM completed the *Strategic Plan for Management of Wild Horses and Burros on Public Land*. This plan outlines the direction of the wild horse and burro program through the end of the century. The plan emphasizes the management of wild horses and burros on the land, including habitat management, census, monitoring and the establishment of coordinated interdisciplinary herd management plans. There are currently about 43,600 wild horses and burros on public lands.

Justification of Program and Performance

Activity: Land Resources

Subactivity: Soil, Water, and Air Management

Table 2. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	17,304	17,000	+91	+5,000	22,091	+5,091
FTE	227	227	0	+42	269	+42

◆◆ Objectives ◆◆

The major objectives of the soil, water and air program are to:

- manage soil, water and air resources in a manner which provides for their proper use, assessment, and protection;
- establish ecological site baseline data (including soil surveys) on high priority areas and provide monitoring of resource conditions and trends in developing management plans for resource management programs;
- identify and quantify uses of water resources on public lands and provide for the legal and physical availability of water to meet multiple-use needs;
- implement watershed best management practices (BMPs) in order to minimize harmful consequences of erosion, saline discharges, water quality degradation, and flood and sediment damage;
- participate in interdisciplinary and interagency activities that achieve healthy, productive riparian-wetland ecosystems; and,
- implement watershed management actions to enhance resource conditions, remediate polluted drainage, and ensure compliance with state water quality requirements.

◆◆ 1997 Program ◆◆

The Soil, Water, and Air Program provides for the protection of watershed values and air quality on the public lands; it is responsible for BLM's efforts at reducing salinity, pollutant discharges and runoff from the public lands in order to protect water resources; supporting BLM's comprehensive "Riparian-Wetlands" initiative; and providing basic data and technical information for public lands watershed and air resources.

During 1997 greater emphases will be accorded prescribed burning, noxious weed control, and abandoned mineland reclamation. The program will also continue identifying water sources and filing water rights in accordance with state water law.

The major components of the soil, water and air program are described below:

◆ Watershed Management ◆

Abandoned Mineland Reclamation. Polluted storm water runoff from potentially thousands of abandoned mines on Federal lands can represent serious water resource and land management problems and place Federal land resources, land users and neighbors, and Federal and other investments at risk. Federal land management agencies are coordinating efforts to respond to these problems by setting up Federal pilot storm water management programs in Montana and

Colorado focusing on improving the health of the land and the quality of surface waters adversely affected by abandoned mines.

The proposed approach would create economies of scale by assessing water quality problems and planning for response on a watershed basis. The order in which watersheds and sites within watersheds would be addressed would be determined in each state by agreements on priorities among state land managers on the risk to water quality and water users from Federal abandoned mine lands. Additional efficiencies can be achieved by coordinating Federal, state, local and private mitigation efforts by avoiding duplication and reducing total costs.

The Western Governors Association and others have expressed support for the proposed interagency, risk-based, watershed approach to the problem.

A DOI/FS Interagency Task Force involving representatives of the key civilian land management agencies and key science agencies is working with the EPA to define such a rational, strategic and cost-effective approach in ways that are responsive to the varying needs of the states, to the health of the land and to the other key missions of land managers. Special efforts are currently underway to assure that the effectiveness of the program will not be reduced by statutory conflicts and that any agreements are flexible enough to meet diverse conditions and operational requirements.

The Federal land management agencies are working with EPA and state regulators in Colorado and Montana to include state concerns into prototype action models. These two states have been selected because both have a large number of abandoned mines, long held interest in such a program, and previous Federal and state investment in related data gathering. Interagency pre-field work preparations, particularly coordination and consultation on data compilation and watershed information factors, will proceed concurrently among the agencies and the Interior science agencies to reduce startup time in the two pilot programs and to ensure that Federal data and resources are effectively and efficiently utilized.

In 1996, the BLM will start statewide analysis, ranking and characterization in Colorado and be completed in Montana.

Watershed Improvement and Maintenance. Watershed improvements are done to stabilize soils, reduce salt loads going into rivers and streams, improve watershed ecological conditions, augment water supplies, and reduce flood and sediment damage. Healthy, productive watersheds are critical components of properly functioning ecosystems.

The BLM is participating in a number of interagency resource improvement projects using a watershed approach. Examples include Badger Wash in Colorado, Payette River Basin Watershed in Idaho, and Otter Creek Coordinated Resource Management in Utah.

On-the-ground restoration efforts will continue on the Rio Puerco watershed in New Mexico at a funding level of \$300,000. Management efforts to reduce silt loading will focus on improving vegetative cover in upland areas and the riparian zone. Special emphasis will be placed on management of livestock grazing, oil and gas development and OHV use. Designating and managing toward desired plant communities will result in increased type conversions in both woodland and sagebrush communities. Approximately 5,000 acres will be treated to increase plant diversity and ground cover. Other work will include dam and roadway maintenance, riparian fencing, plantings, and the construction of small check dams. Interagency coordination and monitoring will continue as in the past.

Efforts will also continue to reduce salinity discharges from public lands and \$800,000 is budgeted for these efforts. In particular, the BLM is engaged in an interagency effort to reduce saline runoff and overall salinity in the Colorado River. Through management planning, project development, management and monitoring of uses, the BLM is participating in efforts to mitigate municipal, agricultural, and industrial damage resulting from increased salinity levels in the Colorado River from non-point sources.

Restoration of BLM Watershed Resources. BLM will continue to implement Section 319 of the Clean Water Act. The Water Quality Act requires BLM to participate in state and Federal water quality planning and restoration activities. This includes developing management practices (e.g., Best Management Practices) for controlling non-point source pollution.

State governments have completed a number of water quality/non-point source pollution plans across the Western United States. Many of these plans cover areas where BLM is a major land owner. The Environmental Protection Agency is allocating funds to the states and states are using their own funds to implement these plans.

The funds will help BLM do more on public lands to implement water quality plans. A greater effort on BLM's part will help assure greater success of the watershed approach to improving water quality and other resources. The effort will involve working with the states, private landowners and other Federal agencies to implement management practices (e.g., erosion control structures) on a total watershed basis such as the Musselshell River Basin-Careless Creek watershed in Montana.

These projects may include a number of management practices. In addition to improving the health of watersheds, projects will improve the health of range and forest lands to ensure their long-term productivity and use. These projects are reported under the Rangeland Management section.

♦Water Rights♦

Much of the work involves field investigation activities to support water rights claims. Most of these claims are in response to state water right adjudication requirements such as the Snake River Basin adjudication in Idaho. In the Snake River case, BLM is responsible for responding to 2,300 individual lawsuits on water filings.

♦U.S./Mexico Border Field Coordinating Committee♦

BLM will continue to support activities of the U.S./Mexico Border Field Committee in 1997.

Based on recommendations of the US/Mexico Border Field Coordinating Committee, BLM is funding four cooperative efforts with other Department of the Interior bureaus. These projects are as follows:

Environmental Education. This effort is designed to develop international forums, workshops, environmental education outreach programs, and specialized training courses on natural resource management and planning in the United States/Mexico border area.

The program items of this project will focus on human resource development strategies, enhancement of present information exchange systems, and support for strengthening existing and new international forums.

Shared Water Resources. This component will provide a compilation of essential program information and earth science data to ensure that the Secretary of the Interior, or his designees, can carry out Congressionally-mandated land management and trustee responsibilities in regard to environmental and water resource issues along the United States/Mexico border.

Upper San Pedro River Basin. This project will focus on management of the Upper San Pedro River Basin, a key watershed shared by both the United States and Mexico. An interagency team will continue to conduct a basin-wide scientific assessment of hydrological, geological, biophysical, social, and economic systems and their interrelationships within the Upper San Pedro River Basin. The team will continue to gather information and complete a report that: 1) describes the current status and availability of data, 2) identifies environmental problems and future concerns, and 3) recommends options for future cooperative research and management. This report is the initial, critical step

toward implementing coordinated management in the Upper San Pedro River Basin.

Sister Areas. This project will concentrate on the management of areas along the United States/Mexico border (e.g., western Sonoran desert) to protect unique natural and cultural resources, including neotropical birds.

♦*Corporation for National and Community Service (AmeriCorps) Projects*♦

This program will be directed at the AmeriCorps projects such as the Fort Ord, CA site which was initiated in 1995 as a partnership agreement with the California Conservation Corps (CCC) and Monterey Bay communities adjacent to Fort Ord. This partnership is geared toward the management and protection of approximately 15,000 acres of land to be transferred to the BLM from the Department of Defense during 1995 and 1996.

♦*Resource Assessment and Evaluation*♦

Resource evaluation includes monitoring efforts to determine the effectiveness of BLM management programs. This includes monitoring of watersheds and airsheds to determine if management actions and investments are achieving intended objectives while meeting required water and air quality standards.

Interpretation and application of climate and air data are used to support operational activities such as grazing management, prescribed burning, smoke management, fire rehabilitation, wilderness baseline monitoring, and energy and minerals development. With increased use of prescribed burns in forest management and rangeland activities, more emphasis is being placed on modeling for smoke management and regulatory compliance.

As required by the *National Dam Inspection Act of 1972*, BLM will continue to inspect dams which exceed 25 feet in height or impound more than 50 acre-feet of water.

A limited amount of soil survey work will continue in support of ecological site inventories on high priority ecosystem/watershed areas. Soil survey work done in combination with vegetation analysis forms an ecological site inventory which is the basis for identifying desired plant communities.

Conducting watershed analysis will be a significant effort on public lands in 1997. A watershed analysis is an assessment of factors affecting the resources' values and uses in a watershed area or ecosystem. This watershed analysis approach is a joint effort with other agencies, primarily the US Forest Service. The watershed analysis consists of a multi-disciplinary assessment of factors affecting the health and management of watersheds, including such factors as current vegetative conditions, current erosion or the potential for erosion, water quality, and uses/factors affecting watershed resources (e.g., roads, recreational use, livestock grazing, timber harvest, etc.).

These analyses are conducted in conjunction with other land owners and interests within the watershed/ecosystem area and consider social and economic factors in addition to physical and biological factors.

♦*Justification of 1997 Program Changes*♦

Table 3. 1997 Program Changes

	1997 Budget Request	Program Changes (+/-)
\$ (000)	22,091	+5,000
FTE	269	+42

The 1997 Budget Request is \$22,091,000 and 269 FTE, a net program increase of \$5,000,000 and 42 FTE. This increase will provide additional support for environmental protection. A shift in program emphasis will involve a new focus on storm water

pollution control from the thousands of abandoned mines that represent a serious water resource and land management problem and places public land resources and land users at risk. This shift underscores our belief that clean water is basic to healthy lands. The 1997 program also provides for a more aggressive prescribed burn program focused at reducing the loss of valuable natural resources and reducing the future cost of wild fire suppression.

***Abandoned Mineland/Storm water Management:
+\$4,000,000; (+22 FTE)***

This increase provides a new focus on storm water pollution control from the thousands of abandoned mines that represent a serious water resource and land management problem and place public land resources and land users at risk.

BLM's efforts will be restricted to sites where owners of old mining claims and mines cannot be identified nor located and are therefore abandoned, where no hope of cost recovery through other legislation is possible.

Based on earlier Federal/state efforts, BLM will be able to initiate mitigation in Montana in 1997. As funding permits, the efforts may be extended into 1998, 1999 and beyond and may include expansion into one additional state per year, including refinements based on experience gained in the continuing pilot efforts in Colorado and Montana.

Prescribed Burns: +\$1,000,000; (+20 FTE)

As guided by the principles and policies of the Federal Wildland Fire Management Policy and Program Review the increase provides for a more aggressive prescribed burn program. Efforts will be focused at reducing the loss of valuable natural resources and reducing the future cost of wild fire suppression. Ten of the increased FTE are seasonal FTE and will be used primarily to assist in a prescribed burn program that is an integral part of a number of watershed improvement efforts. Prescribed burns ultimately improve vegetative cover and, thus, reduce erosion, runoff and improve

water quality. Prescribed burns also help remove undesirable vegetation and improve the amount and value of existing vegetation. Among other benefits, there is an improvement in habitat and forage for wildlife and livestock. Prescribed burns also reduce the future cost of wild fire suppression. An additional 10,000 acres of prescribed burn will be initiated with the increased funding. These increased acres are reported under vegetation/land treatment in the Rangeland Management section.

Table 4. Soil, Water and Air -Performance Indicators 1995, 1996, 1997.

Performance Indicators	1995 Actual (Rounded)	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Ecological Site Inventory (000 acres)	2,300	2,400	2,200	-200
Watershed Analysis (000 acres)	1,500	1,500	1,500	0
Water Rights Documented (number)*	2,000	2,000	2,000	0

* Filings of water rights fluctuate widely on an annual basis based on state adjudication filing deadlines.

Justification of Program and Performance

Activity: Land Resources

Subactivity: Rangeland Management

Table 5. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	47,444	49,983	+269	+2000	52,252	+2,269
FTE	730	740	0	+10	750	+10

→ Objectives →

The major objectives of the rangeland management program are to:

- enhance the integrity, diversity, and productivity of rangeland ecosystems while providing resource products, uses, values and services on a sustainable basis;
- provide stability to the livestock industry;
- increase the area of upland rangelands in healthy, proper functioning condition;
- establish ecological site baseline data on high priority areas for use in monitoring resource conditions and trends;
- implement standards and guidelines which protect watersheds and minimize harmful consequences of erosion, saline discharges, water quality degradation, and flood and sediment damage;
- maintain cooperation with Resource Advisory Councils, state universities, state and local agencies, rangeland users and interested public for rangeland health through management or range betterment strategies and techniques;
- provide appropriate levels of livestock forage consistent with resource capabilities; and

- increase cooperative integrated weed management programs with other Federal agencies, states, counties and private land managers for the control of noxious weeds which are adversely affecting the health and productivity of public lands.

→ 1997 Program →

BLM and Forest Service grazing statistical records show that in 1990 approximately 23,600 farmers and ranchers grazed livestock on the public rangelands, with about 14 percent of these producers grazing livestock on both Forest Service and BLM lands. These leasees and permittees represent about ten percent of the 240,000 livestock producers in the 16 Western states and three percent of 932 thousand cattle operations in the 48 contiguous states. BLM authorizes livestock grazing to approximately 19,100 of these public land operators that hold grazing preference on about 164 million acres of public land in 16 Western states. These preference holders graze approximately 3.7 million livestock (2.0 million cattle and 1.7 million sheep) and constitutes a highly significant portion of total grazing in some Western states. For example, 88 percent of the cattle produced in Idaho, 64 percent in Wyoming, and 63 percent in Arizona graze at least part of the year on public rangelands.

BLM rangelands are managed to ensure their health, natural diversity, and productivity over time. Through interdisciplinary management techniques,

rangeland management activities contribute to the well being of many other programs. Activities, such as inventory, monitoring, development of vegetation objectives, integrated weed management and activity plan development are completed jointly with other programs. This type of approach to resource management facilitates our ability to meet fish and wildlife habitat needs, wild horse and burro needs, and watershed requirements as well as to provide livestock forage. Through the rangeland management program, the condition of upland ranges and riparian areas can be maintained or improved for a variety of uses and values.

The development of regional and local standards and guidelines for uses affecting rangeland including associated environmental assessments will continue to be a significant effort in 1997. The goal is to develop these standards and guidelines to address local issues and needs within 18 months (Feb. 1997) of the effective date of the final regulations.

Actions necessary to meet national requirements, and standards and guideline for livestock grazing, will be reflected as terms and conditions to grazing permits and leases as necessary. The application of these terms and conditions will ensure that necessary changes in grazing practices, including grazing intensity, season-of-use, or duration of grazing are made.

♦Resource Evaluation♦

Ecological site inventories, which are developed using soil survey data in combination with vegetation analysis, form the basis for identifying desired plant communities on upland resource ecosystems. Most BLM monitoring efforts which relate to ecosystem production, capability and/or change depend on having quality ecological site inventories. These inventories are used to establish baseline data to support both monitoring and activity planning, and to determine the extent, condition, and potential of upland and riparian management areas. In 1997, 2.2 million acres of ecological site inventories will be completed.

A qualitative assessment procedure for evaluating the physical functioning condition and biotic health of priority watersheds and allotments is currently being developed. This procedure will not replace resource monitoring nor is it intended to be used for national reporting purposes. It does, however, provide a useful procedure for communicating the complexity of rangeland health issues and helping the BLM manager focus monitoring on areas needing corrective management action.

Monitoring activities on high priority allotments and watershed areas will be emphasized in response to an identified material weakness. Monitoring provides the mechanism for enabling the BLM to determine the effects of current management actions; i.e., are actions meeting resource objectives. Monitoring data are also used to analyze the changes in vegetation and ecological condition over time.

As competitive forces for funds and personnel increase, a coordinated interdisciplinary resource monitoring procedure is required to improve the efficiency and quality of monitoring. This procedure stresses the involvement of all resource programs so that when monitoring data is collected it avoids duplication, and meets the needs for managing resources and programs dependent on healthy uplands, including livestock grazing, wild horses and burros, wildlife habitat, and watershed values (including the quantification of uses and needs to support water rights acquisition).

Interdisciplinary monitoring studies have been established on about 11,800 livestock allotments. Of these 11,800 allotments with monitoring studies, 5,000 will have monitoring data collected in 1997. Further, the monitoring data will be evaluated through interdisciplinary analysis on an estimated 520 of these allotments.

♦Seeking Common Ground♦

The BLM will continue to emphasize the Seeking Common Ground Initiative in 1997. This effort focuses on reducing longstanding conflicts between big game and livestock. Through partnership efforts between BLM's range and wildlife programs,

the Forest Service and national and regional cooperators such as American Farm Bureau, National Cattlemen's Association, Rocky Mountain Elk Foundation and the Wildlife Management Institute, a number of demonstration projects are being implemented. A key to the success of Seeking Common Ground has been the grass-roots involvement of all interests in identifying issues and solutions.

♦Interdisciplinary Planning Activities♦

Coordination with states and local interests to implement the new grazing regulations will be emphasized and effected through coordination with Resource Advisory Councils. This will help ensure that management of rangeland uses are consistent with the protection and restoration of the basic soil, water and vegetative resources.

Coordination with other Federal and state agencies, counties and local interests will also be emphasized in order to implement integrated weed management programs in weed management areas.

Implementation of land use plan decisions within the rangeland management program is achieved principally through the preparation and implementation of interdisciplinary activity plans. These activity plans specify resource objectives for the rangeland ecosystems, management prescriptions, and range improvement projects or treatments needed to achieve planning objectives. These plans consider the needs of wildlife habitat and fisheries, watershed protection needs, recreational users, and other uses and values.

Emphasis will be directed toward the modification of existing activity plans. A limited number of new activity plans will, however, be directed to high priority areas and will emphasize resolving conflicts in resource allocation or use.

♦Resource Improvement and Maintenance♦

Improving vegetation, watershed conditions, and wildlife habitat is accomplished through a policy of concentrating efforts and funds where the greatest need and potential for improvement exist. Livestock

grazing system development, and structural improvements and land treatments are used to improve resource conditions on those areas where the investments will yield the highest returns or which need the greatest protection.

Improvements to protect key resources and to facilitate livestock management include projects such as fencing, integrated weed management, water developments, and upland vegetation treatments which enhance riparian systems. Additional on-the-ground project work to improve vegetative condition, facilitate livestock grazing, and to improve wildlife habitat and watershed values is accomplished through the Range Improvements appropriation. Specific investments in upland areas which positively affect the condition of riparian areas will receive priority for implementation. Approximately \$3.5 million will be directed to improving upland rangelands in support of riparian area objectives.

The rangeland improvement policy encourages private parties and other beneficiaries to contribute funds toward improvement of rangeland conditions and shifts project maintenance responsibilities to the benefiting user. The BLM continues to be responsible for maintenance of land treatments and certain structural improvements such as reservoirs and water developments requiring specialized equipment.

The BLM will continue efforts to reestablish shrubs and other forage plants critical to deer winter ranges and other habitats which are destroyed by wildfires. Efforts include the field application of research information to develop palatable species and methods of successfully seeding these species in semi-arid areas. Efforts have concentrated on establishing forbs and grasses which retain their succulence into the summer, thus providing both a perennial vegetation cover and a natural barrier that will slow down and/or stop the spread of range fires (commonly called greenstripping).

♦Noxious Weed Control♦

Noxious weed infestations threaten the productivity of rangelands, wildlife habitat, and adjacent

agricultural lands and occur on many public land areas throughout the Western United States and pose health hazards to grazing animals. Noxious weeds are spreading on public lands at an alarming rate and are reducing our ability to manage for ecosystem health, decreasing land and resource values, and seriously diminishing management potential. About eight million acres of BLM lands are infested by noxious weeds, which spread at about 14 percent per year. This rate of spread translates into an increase of infestation of about 2,300 acres per day. The economic impacts are significant. A recent study by North Dakota State University indicates that just one species of weed, leafy spurge, will affect the states of North Dakota, Montana, and Wyoming to the extent of \$144 million in 1995. As a consequence of their impacts, integrated weed management efforts will again be emphasized in 1997. Cooperative integrated weed management efforts exist among the BLM and other Federal, state, county agencies, and private land managers. Prevention, detection, quick control, and awareness of new/small infestations are paramount. There will be significant ecological, recreational, and economic benefits to the public as a result of improved resource conditions.

BLM will also continue in the Interagency Agreement with the Agriculture Research Service, Western Biological Control Center. This will facilitate the collection, identification, screening, introduction, rearing and release of biological weed control efforts as a vital art of integrated weed management. The BLM will treat noxious weeds using an integrated management approach (chemical, biological, cultural, mechanical) on approximately 127,500 acres.

Funding for this initiative will be spread between the Range Improvement (RI) Appropriation and the Management of Lands and Resources (MLR) Appropriation. The Land Resources Activity will provide the bulk of resources for this effort in 1997, principally in the Rangeland Management Subactivity. All activities within MLR, however, will contribute to the integrated management approach to noxious weed control.

♦Livestock Grazing Use Administration♦

Livestock grazing is an important use on public lands which contributes significantly to the economic stability of many Western communities. The BLM authorizes some 10,000,000 Animal Unit Months (AUMs) of livestock use annually.

The public lands are divided into 22,000 grazing allotments or areas in the Western states. In Alaska, nearly 16,000 reindeer graze on five million acres. Grazing allotments can include private, other Federal, and state lands intermingled with public rangelands, necessitating close coordination with other interests. BLM's grazing administration activities are designed to:

- manage livestock grazing in a manner which meets land use plan objectives and protects or enhances resource conditions;
- meet livestock operator needs through the timely issuance of grazing billings, permits, leases and other administrative requirements;

Range use supervision continues to receive emphasis to ensure that grazing is managed to achieve both upland and riparian area objectives and that the terms and conditions of permits and leases are met.

♦Justification of 1997 Program Changes♦

Table 6. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$(000)	52,252	+2,000
FTE	750	+10

The 1997 Budget Request is \$52,252,000 and 750 FTE, a program increase of \$2,000,000 and 10 FTE. This increase will be used to improve rangeland health with emphasis on use of Resource Advisory

Committees to develop Standards and Guidelines, and increasing the BLM's efforts at integrated weed management.

Improve Rangeland Health: +\$1,000,000; (+5 FTE)

The rangeland management program focuses on enhancing the health of BLM public lands and ensuring their long-term productivity and use by directing efforts toward resolving resource problems on high priority areas with emphasis on use of Resource Advisory Committees to develop Standards and Guidelines.

Management efforts will be directed to resolving resource problems on high priority allotments and watershed areas. These high priority areas will include those with significant riparian values dependent on healthy upland rangelands, areas with critical wildlife habitat, and other high resource values.

Noxious Weeds: +\$1,000,000; (+5 FTE)

Increased funds in noxious weed control would be utilized as follows:

Weed Demonstration Areas: Four established demonstration areas in ID, MT, OR, and UT will continue to receive emphasis. The demonstrations are intended to highlight what can be accomplished in weed eradications through cooperative efforts and partnerships and will be used to document successes and failures in order to provide guidance in the development of other projects. In addition, the demonstrations will improve the efficiency of weed management, and will increase the education and awareness levels of BLM employees and the public.

Weed Prevention and Early Detection: Each BLM field office will co-sponsor an annual weed meeting with cooperating entities to implement weed prevention schedules. Cooperative weed detection strategies would be developed and implemented with a variety of groups and agencies.

Integrated Weed Management: Priority will be given to early control of small infestations.

Table 7. Rangeland Management - Performance Indicators: 1995, 1996, 1997.

Performance Indicator	1995 Actual (Rounded)	1996 Enacted To Date	1997 Budget Request	Changes From 1996 (+/-)
Vegetation/Land Treatment (acres)	20,000	18,000	30,000	+ 12,000
Weed Treatment (acres)	16,500	40,500	89,200	+ 48,700
Allotments Monitored (number)	5,000	3,500	5,000	+ 1,500
Allotments Evaluated (number)	500	600	520	-80
Rangeland Improvement Projects Developed (number)	550	445	445	0

Justification of Program and Performance

Activity: Land Resources

Subactivity: Forestry Management

Table 8. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	6,721	5,500	+30	0	5,530	+30
FTE	105	87	0	0	87	0

◆◆ Objectives ◆◆

The BLM objectives in the management of forested ecosystems are to:

- provide for forest ecosystem diversity and sustainability while producing a sustained yield of multiple forest products;
- ensure that forest management practices are both fiscally and environmentally responsible;
- maintain sustainability of future timber harvest levels by successfully reforesting harvested, burned or otherwise denuded forest land;
- expedite timber salvage sales in an environmentally sensitive manner to prevent loss of public resources and reduce fire hazard; and
- receive fair market value for the sale or use of forest products, and prevent, investigate, and eliminate unauthorized use.

◆◆ 1997 Program ◆◆

BLM is responsible for the management, development, and protection of approximately 45 million acres of forest land in 11 Western states and Alaska (excluding Western Oregon).

Forest vegetation is important for many reasons. The density and structure of forest cover influences land use by many forms of animal and plant life.

Historically, natural events such as fire, insects and climate played important roles in either maintaining or changing the influence of forest vegetation on the environment. Through the use of forest management practices, managers can closely replicate these natural events to accomplish planning objectives. The streams, rivers, springs, lakes, and reservoirs on public lands are influenced by forest vegetation, and provide spawning, rearing, and other key habitat components for many species of cold and warm water fishes. These systems provide important habitats for many of the nearly 3,000 species of wildlife and fish, and for many of the more than 367 Federally listed threatened, endangered, or candidate plant and animal species.

BLM's management and understanding of forest systems continue to change in response to new information and public values. For example, meeting the National demand for raw material such as timber products continues to be important to the forestry program. Timber production objectives, however, are considered in tandem with the demand for other forest ecosystem values such as wildlife habitat, visual resources and water quality. Declining forest health, primarily from the exclusion of fire over the past century, has increased the need to reduce stocking in overly dense stands and to salvage dead and dying timber. As guided by the principles and policies of the Federal Wildland Fire Management Policy and Program Review a more aggressive prescribed burn program will be put into place. Efforts will be focused at reducing the loss of

valuable natural resources and reducing the future cost of wild fire suppression.

◆Commercial Forest Land Management◆

The commercial forest land acres are the primary source of commercial sawlogs from BLM administered land outside of the O&C lands. Other products, such as fuelwood, posts, and poles, are also sold where there is a market for these products. These areas are located primarily in California, Colorado, Idaho, Montana, Oregon, and Wyoming.

◆Woodlands◆

Woodlands occur in the arid and semiarid environments of the Great Basin, Intermountain, and Desert Southwest. They are forest areas that are capable of providing timber products that are in high demand by the public, such as posts, poles, fuelwood, Christmas trees, and pine nuts, and are also important for recreation wildlife habitat and watershed cover.

Woodland products are either purchased by individuals for their own use or by small businesses that resell them to individuals. For many Native American groups or other rural communities, BLM woodlands are the only or principal source of fuelwood for home heating and cooking.

While the demand for many of these products has remained high, the BLM has also realized the significant recreation opportunities woodlands provide the public. Accordingly, the BLM has begun managing these wood for the dual purposes of recreation and long-term sustainable growth. Most significantly, all natural resource activities on woodlands are undergoing greater scrutiny for their effects on water in order to assure that quality and quantity remain high.

◆Timber Salvage◆

Drought conditions over the past several years have increased the occurrence and effects of forest wildfire and the subsequent death of trees. These conditions also contribute significantly to the

occurrence and severity of insect outbreaks with resultant bug-killed timber. To minimize loss of merchantable volume and to improve forest health conditions, BLM has placed priority on the salvage of timber in insect outbreak and fire salvage areas. In 1993, the Forest Ecosystems Health and Recovery Fund was established to promote forest health including salvage and reforestation efforts. Further information on the BLM's 1997 planned salvage effort is included in the Forest Ecosystems Health and Recovery Fund (Permanent Operating Fund Appropriation).

◆Density Management◆

Many forested areas are overly dense due in part to decades of intensive efforts to eliminate fire from the landscape. This can be achieved by various means including precommercial thinning and prescribed fire. These management efforts will be utilized in 1997.

As guided by the principles and policies of the Federal Wildland Fire Management Policy and Program Review BLM plans to increase the use of prescribed fire as a management tool. These efforts will result in a reduced loss of valuable natural resources and reduced cost of wild fire suppression. Ten of the increased FTE are seasonal and will be used to assist in the prescribed burn program. Prescribed burns also help remove undesirable vegetation and improve the amount and value of existing vegetation. Among other benefits, there is an improvement in habitat and forage for wildlife and livestock. Prescribed burns also reduce the future cost of wild fire suppression.

Table 9. Forest Management—Performance Indicators: 1995, 1996, 1997.

Performance Indicator	1995 Actual	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Non-Salvage Sale Volume Offered (MMBF)	55	13	15	+2
Salvage Sale Volume Offered (MMBF)	58	41	15	+4
Sale of Vegetative Products (number)	43,000	31,000	31,000	0
Reforestation (acres)	1,500	2,000	2,000	0
Forest Stand Improvement (acres)	2330	4,600	4,400	-200

Justification of Program and Performance

Activity: Land Resources

Subactivity: Riparian Management

Table 10. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	13,948	14,500	+78	+1,000	15,578	+1,078
FTE	176	179	0	+10	189	+10

◆ Objectives ◆

The major objectives of this program are to:

- manage riparian-wetland and aquatic areas to achieve healthy and productive conditions for long-term benefits and values
- restore and maintain riparian-wetland areas so that 75 percent or more are in proper functioning condition by 1997.

◆ 1997 Program ◆

The BLM manages more than 23.1 million acres of wetlands and about 180,600 riparian stream miles. These areas support some of the most ecologically diverse plant and animal communities on the public lands including the Columbia and Snake Rivers of the Pacific Northwest, the prairie pothole region of Montana and the Dakotas, and others. Because of their importance to many natural ecosystems and resources, including wildlife habitat and fisheries, and their relative scarcity, they are often focal points for other multiple-use activities as well. BLM has made improvement of riparian-wetlands a high management priority. Continued emphasis will be placed on the restoration of wetlands. The public lands contain approximately 23.3 million acres of wetlands which are essential to continental populations of migratory waterfowl, shorebirds and other fish and wildlife species. Restoration of these areas is key to achieving

BLM's role in implementing the North American Waterfowl Management Plan (NAWMP) and other initiatives dependent on healthy wetland areas.

In 1991, the BLM director approved the *Riparian-Wetland Initiative for the 1990's*, which establishes national goals and objectives for managing riparian-wetland resources on public land. The plan places emphasis on maintaining and improving riparian-wetland habitats through a coordinated approach involving a variety of disciplines and user groups. As BLM nears the end of 1997, these goals and objectives will be reassessed in terms of the budget and progress that has been made, and adjustments will be made accordingly.

In addition to the \$14,500,000 current funding level in this subactivity, about \$6,500,000 will be expended off-site to improve the condition of adjacent rangeland and forest ecosystems directly affecting watershed values and the health and condition of riparian areas. This off-site funding was previously reported as part of the riparian-wetland initiative.

◆Resource Assessment◆

In recent years, the BLM has expended considerable effort in evaluating the condition, trend and health of riparian-wetland and aquatic areas. An assessment technique has been developed to determine and report on the functioning condition of these areas. The condition of riparian areas is reported in four categories: proper functioning condition, functional-at risk, nonfunctional, and unknown.

Riparian and aquatic areas are functioning properly when adequate vegetation, landform, or large woody debris is present to dissipate stream energy associated with high water flows, thereby reducing erosion and improving water quality; filter sediment, capture bedload, and aid floodplain development; develop root masses that stabilize streambanks against cutting action; develop diverse ponding and channel characteristics to provide the habitat and water depth, duration, and temperature necessary for fish production, waterfowl breeding, and other uses; and support greater biodiversity.

Trends are also reported for riparian areas and are a key consideration in interpreting the data. Areas identified as functional-at risk, with a downward trend, are often the highest management priority because they are in danger of immediate degradation. At the same time, these areas often retain much of the resiliency associated with functioning areas and there is usually opportunity to reverse this trend through changes in management.

Based on the most recent assessment data, the condition of the riparian stream miles and non-stream wetland areas in the 11 Western states is as follows:

Table 11. Condition of riparian stream miles and non-stream wetland acres expressed as percent of total.

Condition Class	Riparian Stream Miles (%)	Non-Stream Wetland Acres (%)
Proper Functioning	27	16
Functioning-at Risk	33	8
Non-Functional	12	3
Unknown	28	73

In Alaska about 93 percent of the riparian stream miles and 80 percent of non-stream wetland areas are functioning properly. There are virtually no riparian miles functioning-at risk and less than one percent are nonfunctional. As for non-stream wetland areas, less than one percent are functioning-at-risk, and virtually no acres are nonfunctional. While the condition of about six percent of the riparian miles and 19 percent of the wetland acres in Alaska is unknown.

◆Resource Improvement/Restoration◆

By 1997, a significant portion of BLM's riparian areas will have been assessed to determine their functioning condition. Increased restoration activities in 1997 will include, among other actions, the modification of livestock grazing practices (grazing intensity, duration, and period of use) to ensure that the requirements for riparian habitat maintenance or recovery are being met. This may entail the modification of livestock grazing systems, the establishment of special riparian management pastures, or the periodic exclusion of livestock grazing from some stream segments.

Other restoration activities will include streambank stabilization practices such as the placement of woody debris along cut-banks, willow and tree plantings, and the installation of gabions to slow/redirect water flows. Other riparian enhancement measures include vegetative treatments to remove nonnative species such as tamarisk (salt cedar) and other undesirable vegetative species.

A total of \$1.2 million is budgeted in this subactivity for challenge cost share work supporting riparian area restoration projects. The riparian challenge cost-share work will be completed through BLM field offices.

In 1997, BLM is proposing to apply more intensive management (utilizing a combination of practices listed above) on approximately 1,100 stream miles and 8,000 acres of wetlands. It is anticipated that these restoration activities will result in a portion of BLM's non-functioning riparian ecosystems moving to riparian ecosystems which are properly functioning or functioning at-risk.

Specific areas of significance where emphasis will be placed in 1997 include San Rafael River in Utah, Muddy Creek in Wyoming, Evacuacion Creek and Dry Creek Basin and Owl Mountain in Colorado, bull trout areas in the Big Butte Resource Area of Idaho, the Mattole Estuary area in California, Muleshoe ecosystem area in Arizona, Blackfoot River in Montana, and grazing allotments involving Lahontan Cutthroat Trout throughout Nevada and Oregon.

Also, in 1997 BLM proposes to continue the functioning condition assessment by assessing 3,400 miles of riparian stream miles and 25,600 acres of wetlands.

↔ Justification of 1997 Program Changes ↔

Table 12. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$(000)	15,578	+1,000
FTE	189	+10

The 1997 Budget Request is \$15,578,000 and 189 FTE, a program increase of \$1,000,000 and 10 FTE. This increase will provide additional support for environmental protection and will be directed

to accelerating the restoration of BLM riparian resources. Of the increased FTE, 10 are seasonal FTE and will be utilized primarily to assist in completing riparian assessments.

Healthy, productive riparian areas are a critical component of properly functioning ecosystems. These increases will accelerate the restoration of BLM riparian resources. The increased funding will enhance the health of riparian areas and help ensure their long-term productivity and use. The ability to focus in a timely manner on systems that are presently at risk will result in decreased costs for restoration in the future. Investing funds in assessment and restoration now will save millions of dollars in restoration costs in the future.

Increased funding would be used primarily to work with private, state and other Federal agency partners to implement riparian management actions and projects. This effort would be supported by the Interagency Riparian Restoration Team. The focus is to place more acres and miles under intensive management. An effort will be made to incorporate the riparian standards and guides as terms and conditions in grazing permits and leases. Additionally, efforts will be made to ensure that riparian and wetland values are considered and mitigated to the extent practicable in all surface disturbance activities.

The BLM has completed a number of plans and identified management measures needed to meet resource objectives and provide the basis for on-the-ground restoration projects and actions. Increase funding will provide for implementation of these plans.

Forty additional riparian projects will be implemented. New management actions such as changing the season of livestock grazing use will be applied to an additional 100 miles of riparian streams. In addition 500 acres of wetlands will be protected and restored.

Table 13. Riparian Management Program Performance Indicators 1995, 1996, 1997

Performance Indicators	1995 Actual (Rounded)	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Non-stream Riparian Assessment (acres)	28,100	25,600	25,600	0
Stream Riparian Assessment (miles)	8,700	3,400	3,400	0
Riparian Improvement Projects Developed (number)	565	580	620	+ 40
Intensive Management Applied to Non-stream Riparian Areas (acres)	7,500	7,500	8,000	+ 500
Intensive Management Applied to Stream Riparian Areas (miles)	1,000	1,000	1,100	+ 100

Justification of Program and Performance

Activity: Land Resources

Subactivity: Cultural Resource Management

Table 14. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$ (000)	11,980	11,000	+59	+1,000	12,059	+1,059
FTE	159	146	0	+10	156	+10

◆ Objectives ◆

The major objectives of this program are to:

- Manage cultural and paleontological resources for the widest range of visitor services, including recreational, educational and scientific benefits and uses, and to contribute to enhancing local economies and job opportunities;
- Support the Administration's emphasis on protecting natural and cultural resources and environmental values by safeguarding paleontological and cultural properties for scientific study and visitor use, and supporting resource protection investigations;
- Serve and enhance public lands management by using the disciplines and data of archeology, history and paleo-environmental studies to provide the time-depth perspective scientists and land managers need to make wise decisions on maintaining or restoring the health of the public lands;
- Ensure full public participation in resource decision making, especially to coordinate and consult with Native Americans with respect to their traditional uses of public lands and resources and their cultural and religious concerns;
- Properly manage and preserve museum collections removed from the public lands, located in Federal and non-Federal repositories;

- Promote public awareness and appreciation of archeological, historical, paleontological, and environmental resources through interpretive educational programs (e.g. *Heritage Education and Adventures in the Past*);

- Develop and sustain partnerships with public and private entities to protect, study, and interpret archeological, historical, and paleontological resources, to accomplish critical stabilization and site management, to share information and limited financial resources, and to use these resources to support children and adult education programs;

- Review and issue permits to conduct archeological, historical and paleontological investigations on public lands to enable sound, orderly development, and to monitor approved activities.

◆ 1997 Program ◆

As manager of the Nation's largest land estate, the BLM manages one of the Federal Government's largest, most varied, and scientifically important body of archeological and historical resources. The BLM has conducted inventory on more than 10 million acres of the 270 million acres of public land in the 11 western States and Alaska, or about 4 percent of the total area. More than 190,000 archeological and historical properties have been discovered through this inventory, with estimates of the total number ranging between four and five million properties. The BLM also manages the

nation's largest outdoor laboratory and classroom for the study of paleontology. Some of the most complete examples of the best known dinosaurs in the world originated from public lands.

♦Tourism and Interpretation♦

The Cultural Heritage Programs contribute significantly to enhancing local economies and creating job opportunities. The *Adventures in the Past* initiative responds to the growing tourism adventure travel market, by integrating public desire for outstanding wildlands and adventure travel opportunities (including visits to remote archeological, historic and paleontological localities) with the needs of local and regional economies. Intelligently interpreted and well-maintained cultural and paleontological resources located in rural areas provide excellent opportunities to attract tourists and expand local economies, while discouraging looting by local and outside traffickers.

Significant cultural resource attractions include Grand Gulch in UT, the Chacoan Outlier and Navajo Refuge sites in NM, the California Desert Conservation Area, El Malpais National Conservation Area in NM, the San Pedro and Gila Box National Conservation Areas in AZ, the Red Rock National Conservation Area in NV, the Warner Valley in OR, Pompey's Pillar and Garnet Ghost Town in MT, and South Pass City in WY, among many others. Paleontologically, the Cleveland-Lloyd Dinosaur Quarry has produced more public exhibits than any other quarry in the world.

The BLM operates the Anasazi Heritage Center near Dolores, CO, which serves as a public museum and repository for artifacts and archeological records from the Four Corners area. The Center is an interpretive facility which promotes awareness and educates the public on the importance of archeological and historical properties, and educates the public on BLMs mission of multiple use public land management. The Center enhances the local economy and job base and plays a major role in implementing the BLMs *Heritage Education Program*.

♦Heritage Education♦

Ever since the establishment of the BLMs *Heritage Education Program* in 1991, the BLMs heritage education specialists have worked directly with many states, both the western and eastern parts of the country to develop and disseminate the heritage education materials developed. One of the most important and well-received heritage education initiatives developed by the BLM has been "Project Archeology." Project Archeology is modeled after an interagency effort initiated in UT called "Intrigue of the Past." Project Archeology is an educational program for teachers and youth group leaders to provide hands-on classroom activities to teach children about the science of archeology and about the importance of protecting our Nation's irreplaceable cultural legacy. Project Archeology supports the existing elementary and secondary school curriculum by using examples from archeology and history to facilitate the teaching of science, math, history, social studies, art, language, and higher order thinking skills such as problem solving, synthesis and evaluation. No fewer than 20 states scattered across the country are currently working with the BLMs education team to get Project Archeology started in their states. The Department of Defense has provided significant funding out of its *Legacy Program* to support expansion of Project Archeology in two of these states, California and Alaska.

Another initiative which has drawn wide attention and praise are the articles prepared for teacher magazines, also using archeological and historical places on the public lands to facilitate teaching across an interdisciplinary spectrum. These articles have been prepared in cooperation with the National Science Teachers Association (NSTA), a professional association of elementary and secondary school teachers.

♦Adventures in the Past♦

The 1988 amendments to the Archeological Resources Protection Act (ARPA) contain a requirement that Federal land managers establish programs "...to increase public awareness of the significance of the archeological resources located

on public lands and Indian lands and the need to protect such resources." In response to this provision, BLM developed its *Adventures in the Past* initiative. This initiative is BLMs "umbrella" program for promoting public education and awareness of archeological and historic resources and for encouraging public involvement in the protection and management of these resources. *Adventures in the Past* has its goals increasing the public's enjoyment of cultural resources, reducing the destruction of cultural resources, and demonstrating and encouraging proper stewardship of these resources.

Under the *Adventures* banner, the BLM is focusing on the management of its National Historic Trails (NHT), the 2,500 miles of which place the BLM as the major land manager of these historic corridors. As a result of BLMs leadership, a multiagency Memorandum of Understanding (MOU) has been developed to assure coordination of all aspects related to the planning and management of these trails. The MOU is now guiding a major interagency planning effort for the California, Mormon Pioneer, Oregon and Pony Express Trails.

The public's response and support of the BLMs efforts has been gratifying. Visitation at the recently opened National Historic OR Trail Interpretive Center at Flagstaff Hill (Baker City, OR) has far exceeded initial expectations as far as number of visitors. In WY, the City of Casper has donated a key center city block of land that will host a new national historic trails visitor center. The latter presents a unique partnership between the BLM, the City of Casper, the State of Wyoming and the non-profit National Historic Trails Foundation.

Efforts such as these place new demands and challenges on BLM. By responding to the public's quest for knowledge about our Nation's history, they highlight the success of our *Adventures in the Past* and *Heritage Education Program*. They also provide highly visible and effective opportunities to foster public appreciation and involvement in the management and preservation of our cultural heritage.

◆Native American Coordination◆

Native American coordination and consultation responsibilities cut across a broad array of BLM programs besides cultural resources, including minerals, lands, range management, wildlife and fisheries, forestry, soil, air and water, recreation, wilderness, etc. The cultural resources management subactivity is only responsible for costs specifically associated with cultural resource program issues, such as cultural resource inventory and evaluation, use allocations, National Register nominations, cultural resource use permits, public interpretation, protection projects, and repatriation of museum collections subject to the terms of NAGPRA. Other programs are specifically responsible for costs associated for consultation with Native Americans addressing their program issues.

In 1997, the BLM will enhance its ongoing Native American coordination and consultation program by continuing a small program staff to provide coordination, assistance, policy guidance, training and outreach on Native-American related issues. The focus is to support BLM managers in addressing the full spectrum of relationships between the BLM and Native American communities, tribal governments, and Alaska Village Councils and Native Corporations. Many coordination responsibilities spring from a large and diverse body of laws, ranging from tribal planning coordination responsibilities in FLPMA to the consultation required in NAGPRA. In addition, to specific rights guaranteed to Native Americans, constructive coordination and communication are essential to an effective land management strategy where BLM lands and Native American lands are in close proximity.

The initial work focus has been to update BLMs comprehensive Native American relationships policy and implement guidance; to develop an effective internal and external communication strategy for Native American program issues, including staff support in each State; to initiate regular consultation with tribal governments; and to identify mutual goals and coordination opportunities.

♦Artifact and Collections Management♦

Federal agencies are required by ARPA, the Antiquities Act, and the National Historic Preservation Act, among others, to properly manage and preserve museum collections. These include archeological, historical, paleontological, natural history, and ethnological collections removed from the public lands. The BLM has one of the largest responsibilities - more than 3 million objects are curated in BLM facilities, and approximately 21 million are housed in over 200 non-Federal repositories. Regulations at 36 CFR 79 set standards for the care of federally owned archeological collections. They require agencies to inventory collections from lands under their jurisdiction, whether housed in Federal or non-Federal repositories and to maintain full administrative records on the collections. Many of the collections made prior to 1975 are not well documented. Paleontological collections are protected under the provisions of FLPMA.

NAGPRA requires agencies to inventory archeological and ethnological collections "in their possession or control" (which includes cooperating non-Federal museums) to identify Native American human remains, associated funerary objects, sacred objects, and objects of cultural patrimony; to identify them geographically and culturally; and to notify appropriate Indian tribes of the findings. Tribes will then be able to claim certain of these remains and objects.

♦Cultural Resource and Paleontological Protection♦

The BLM historically has devoted approximately one-third of its cultural resources program funds to various forms of cultural resource protection, including physical protection such as site stabilization, administrative protection such as closures, support for cultural resource law enforcement activities, public awareness and education, and site interpretation efforts.

ARPA, the primary law designed to curtail illegal activity on publicly owned archeological sites, offers protection to archeological resources on Federal

lands by providing felony level penalties for unauthorized excavation, removal, damage, sale, transport, solicitation, etc.

In recent months, several cases against individuals who were illegally excavating archeological resources have successfully been prosecuted. In UT, an individual was convicted of 7 felonies, including 4 counts of ARPA for illegally excavating archeological sites and desecrating Indian burials. In OR, an individual was convicted of 2 counts of abuse of a corpse and 2 counts of possession of stolen property for removing 2 juvenile bundle burials, along with hundreds of artifacts from a prehistoric cave site in NV. Interestingly, because this individual could not be prosecuted under ARPA because the statute of limitations had run out, the individual was prosecuted under another statute which defined possession of stolen property and abuse of a corpse as "ongoing crimes" for which the statute does not start until the offenses are discovered. In AZ, 2 individuals were convicted for illegally excavating an Anasazi rock shelter. Convictions have also been obtained recently against an organization for disturbance and destruction of Paleontological resources on public lands, including a felony conviction for theft of government property (fossils), and misdemeanor convictions for retention of stolen government property, and 2 felony convictions for international money laundering and currency violations.

In addition to assisting law enforcement officers prosecute cases of archeological and Paleontological theft and destruction, the BLM also physically protects cultural and paleontological resources through stabilization. Limiting site access by rerouting and blocking roads, and other methods. In addition, the BLM participates in interagency anti-looting and public awareness/education programs; volunteer Adopt-a-Site Program; coordinating with the media to promote coverage of issues; and executing cooperative agreements with local law enforcement agencies and military police units. Emphasis is given to protecting highly sensitive archeological, historical and paleontological areas such as Grand Gulch in UT, the Chacoan Outlier and Navajo Refuge sites in NM, the CA Desert Conservation Area, El

Malpais National Conservation Area in NM, the San Pedro and Gila Box National Conservation Areas in AZ, the Red Rock National Conservation Area in NV, the Warner Valley in OR, Pompey's Pillar and Garnet Ghost Town in MT, South Pass City in WY, and the Cleveland-Lloyd Dinosaur Quarry in CO.

♦Cultural Resource Inventory & Evaluation♦

BLM is required to locate, evaluate and manage cultural and paleontological resources to prevent or minimize unnecessary damage, and to accommodate appropriate uses by the scientific community and the public.

The BLM has been working with the Advisory Council on Historic Preservation (Council), the National Conference of State Historic Preservation Officers, and other Federal agencies to streamline the section 106 process. The heart of the idea in which agencies are supporting is using the vehicle of an agency-wide Programmatic Agreement (PA) to tailor the process to each individual agency. The PA would move the current relationship from a framework of undertaking by undertaking consultation to a more effective relationship of annual or fewer reviews with the Council and the State Historic Preservation Office (SHPO) and set up a more proactive relationship with the SHPOs. This relationship would stress cooperation in early planning efforts and in public outreach and education. The basis of the PA would be the fact that the agency could attest to the fact that it already has internal procedures in place for carrying out its compliance responsibilities.

♦Challenge Cost-Share and Partnership Arrangements♦

To increase management capabilities across the entire spectrum of program responsibilities for cultural and paleontological resources, the BLM actively pursues challenge cost-share opportunities and cooperative management agreements with universities, state and local governments, individuals, and public and private groups. These challenge cost-share and management agreements significantly expand BLMs capabilities in many different areas, including inventory, resource

protection and site monitoring, science and research, and heritage education.

Efforts toward promoting and expanding volunteer, partnerships, and challenge cost-share programs have been highly effective in increasing public and interest group awareness of cultural and paleontological resources and in increasing BLMs capability to advance program priorities. In 1997, BLMs cultural and paleontological programs will have between approximately 50 challenge cost-share and cooperative management agreements in place. Cooperators under these arrangements contribute about 2.5 times what the Federal government does.

♦Utilization Permits♦

The BLM issues cultural resource and paleontological use permits to applicant consulting firms and educational institutions for archeological and paleontological consultation and research. The BLM meets public demand by reviewing applications and issuing permits in a timely manner. The total number of permittees for archeological and paleontological work is expected to remain at 1996 level. Although there are approximately 400 cultural resource use permits active in any given year, roughly two-thirds of them come up for renewal or similar processing each year. Thus, in 1997, BLM will process 290 new or renewal permit requests for archeological work and approximately 90 for paleontological work.

♦Justification of 1997 Program Changes♦

Table 15. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$(000)	12,059	+1,000
FTE	156	+10

The 1997 Budget Request is \$12,000,000 and 164 FTE, a net increase of \$1,000,000 and 6 FTE. In

1997, the \$1,000,000 increase will be used to support the recreational initiative including improving public outreach, consultation with Native

Americans, Heritage Education, Adventures in the Past and the development of partnerships.

Table 16. Performance Indicators, 1995, 1996, 1997

Performance Indicator	1995 Actual (Rounded)	1996 Enacted to Date	1997 Budget Request	Change From 1996 (+/-)
Cultural Resources Inventories (acres)	20,000	20,000	20,000	0
Cultural Sites Managed for Public Use (number)	200	200	200	0
Cultural Sites Managed for Conservation Use (number)	1,400	1,300	1,300	0
Cultural Sites Managed for Scientific Use (number)	850	800	750	-50

*Justification of Program and Performance***Activity: Land Resources****Subactivity: Wild Horse and Burro Management****Table 17. Subactivity Summary.**

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	16,840	14,845	+80	+1,000	15,925	+1,080
FTE	153	126	0	+10	136	+10

◆◆ Objectives ◆◆

The major objectives of this program are to:

- perpetuate and protect self sustaining wild horse and burro populations and their habitat to maintain a thriving, natural ecological balance as outlined in the *Strategic Plan for Management of Wild Horses and Burros on Public Land* (June 1992);
- ensure humane care and treatment of excess wild horses and burros;
- establish and maintain partnerships and cooperative relationships to benefit wild horses and burros; and
- increase and maintain professional capability, leadership and service to the public concerning wild horse and burro management.

The strategic plan outlines the direction of the wild horse and burro program through the end of the century. The plan emphasizes the management of wild horses and burros on the land, including habitat management, census, monitoring and the establishment of coordinated interdisciplinary herd management plans. There are currently, about 43,600 wild horses and burros on public lands.

◆◆ 1997 Program ◆◆

Wild horses and burros typically occupy rangeland areas on the public lands in common with wildlife and livestock. The long-term numbers of each group that can be properly sustained in each area is determined through the land use planning process based on the availability of resources and habitat requirements such as forage and water. Allocation decisions made during planning are subsequently monitored and adjusted, if necessary. Livestock and wild horse and burro numbers are adjusted, when necessary, to maintain stable and healthy environmental resources. The BLM coordinates closely with state wildlife agencies responsible for managing big game species to ensure wildlife populations are maintained at levels consistent with allocation decisions and resource capabilities.

Resource management plans have been completed on about 80 percent of the public lands with wild horses and burros. Based on these plans, the BLM anticipates that the appropriate management level of wild horses and burros to be about 27,000 animals. The appropriate management level is the number of wild horses and burros the public lands can sustain in conjunction with use by livestock and wildlife.

The ability to attain a thriving, natural, ecological balance, as required by the Wild Free-Roaming Horse and Burro Act, is primarily dependent on the capability to control wild horse and burro populations through the removal of excess animals.

In removing wild horses and burros from the range, the BLM will continue its selective removal policy whereby only young easily adoptable horses are removed from herd areas. This policy reduces overall program costs by reducing the need to train horses through the prison system or to maintain older unadoptable horses in sanctuaries. If unadoptable animals are gathered, they are returned to herd areas rather than being prepared for adoption or held in other facilities. Due to this selective removal policy, the number of young horses occurring in herd areas has decreased. This has resulted in an increase in the total number of wild horses which must be gathered in order to remove a given number of young, easily adoptable horses. Consequently, the capability to remove a given number of horses has decreased from previously planned levels as a result of these increased gathering costs and from increased compliance activities.

The BLM will continue to support fertility control measures as a means of reducing herd reproduction rates. Research efforts are currently being continued through the natural resource research function within USGS to develop an effective single shot, multi-year immuno-contraceptive vaccine.

The BLM conducted a pilot fertility study in December 1995 to evaluate the immuno-contraceptive vaccine by treating 300 mares. The BLM will also implement behavioral studies on any new fertility control pilot projects. The 1997 Budget includes \$100,000 for research related costs (monitoring and evaluation of the horses treated under the pilot project).

♦Care and Adoption♦

Following removal from the public lands, healthy adoptable animals are transported to preparation facilities where they are cared for and prepared for adoption. The BLM maintains several small preparation facilities throughout the Western states as well as several larger regional facilities which serve several states. At preparation facilities, a permanent identification mark is applied and animals are tested and inoculated to prevent disease or sickness which might occur during the

adoption process. If animals are in poor condition, they are fed hay until their condition has improved to a point that they can be safely transported for adoption and are in a condition that will attract adopters. A portion of the program funding is budgeted for the maintenance of preparation facilities and for the feeding of horses pending adoption.

Following preparation, healthy animals are made available for adoption to qualified applicants.

Status of Sanctuaries

The BLM wild horse sanctuary program has been in effect since 1988 to care for unadoptable wild horses. This program is continuing to be phased out. Given the selective removal policy, no new horses are being placed in sanctuaries and existing populations are declining. There are currently 1,150 horses being maintained by BLM at the Bartlesville, OK sanctuary but by the beginning of 1997, population levels are anticipated to be reduced to about 950 head, primarily through additional adoptions. An additional 200 are being maintained at the Black Hills, South Dakota sanctuary through a private party agreement at no cost to BLM.

♦Compliance and Titling♦

Wild horses and burros which are adopted to individuals or groups are periodically monitored to ensure their continued well being pending titling to the individual or group. Since there is no requirement for titling, a certain percentage of wild horses and burros remain untitled and in Federal ownership. As a result the number of untitled horses has increased over the years. The BLM's goal is to inspect a minimum of 5 percent of untitled wild horses and burros which have been adopted. Where five or more animals are maintained at one location, animals are inspected monthly. In addition to these periodic inspections, the BLM responds to all mistreatment complaints. The BLM anticipates completing about 2,750 compliance inspections during 1997, an increase of 250 over 1996 levels.

♦♦Justification of 1997 Program Changes♦♦

Table 18. 1997 Program Changes

	1997 Budget Request	Program Changes (+/-)
\$(000)	15,925	+ 1,000
FTE	136	+ 10

The 1997 Budget Request is \$15,845,000 and 146 FTE, a \$1,000,000 and 10 FTE increase over 1996. This increase will provide additional support for environmental protection. The requested funding level allows some 7,500 animals to be removed for sale through the adoption program, from public lands, resulting in a net reduction of overall wild horse and burro population levels from the 95 level. This will allow the BLM to keep up with annual population growth and allow progress in reducing herd levels to Appropriate Management Levels (AML).

Table 19. Performance Measurements, Wild Horse and Burro Management 1995, 1996, 1997.

Performance Indicator	1995 Actual (Rounded)	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Wild Horses and Burros Removed (number)	8,700	6,500	7,500	+ 1,000
Animals Adopted (number)	8,700	6,500	7,500	+ 1,000
Compliance Checks (number)	3,000	2,500	2,750	+ 250

Activity Summary

Activity: Wildlife and Fisheries Management

Table 20. Activity Summary (\$000)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
Wildlife Management	\$ 18,271	19,000	+101	+1,000	20,101	+1,101
FTE	261	268	0	+10	278	+10
Fisheries Management	\$ 6,057	6,100	+33	+1,000	7,133	+1,033
FTE	57	57	0	+10	67	+10
Total Dollars	24,328	25,100	+134	+2,000	27,234	+2,134
Total FTE	318	325	0	+20	345	+20

◆ Authorizations ◆

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1701 et seq.) identifies fish and wildlife development and utilization as a major use of public lands; directs that the public lands be managed to provide food and habitat for fish and wildlife; authorizes the use of Range Betterment funds for the protection, maintenance, rehabilitation, improvement, and management of wildlife habitat; and provides for the preparation and maintenance of an inventory of public land resources on a continuing basis.

The Taylor Grazing Act of 1934, as amended (43 U.S.C. 315) provides for wildlife management on public lands.

The Migratory Bird Conservation Act of 1929, as amended (16 U.S.C. 715) and treaties pertaining thereto, provide for habitat protection and enhancement of protected migratory birds.

The Sikes Act of 1974, as amended (16 U.S.C. 670 et seq.) provides for the conservation, restoration, and management of species and their habitats in cooperation with state wildlife agencies.

The Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3101 et seq.) provides for the special designation of certain public lands in Alaska and conservation of their fish and wildlife values; management for subsistence uses of fish and wildlife resources on public lands by residents of rural Alaska; and protection of the wildlife resources on North Slope lands impacted by oil and gas exploration and development activities.

The Surface Mining Control and Reclamation Act of 1977 (30 U.S.C. 1201 et seq.) provides that lands may be declared unsuitable for surface coal mining where significant adverse impacts could result to certain wildlife species.

The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908) requires the improvement of the condition of public rangelands, and other range management practices and that the condition of the public rangelands be improved so that they become as productive as feasible for water-

shed protection, livestock grazing, wildlife habitat and other range land values.

Executive Order 11988, Floodplain Management, May 24, 1977 (42 FR. 26951) provides for the restoration and preservation of national and beneficial floodplain values and enhancement of natural and beneficial values of wetlands in carrying out programs affecting land use.

Executive Order 11990, Protection of Wetlands, May 25, 1977 (42 FR. 26961) directs that wetland and riparian habitats on the public lands be identified, protected, enhanced, and managed.

Executive Order 12962, Recreational Fishing, June 7, 1995 directs all Federal agencies to enhance recreational fish species and provide increased recreational fishing opportunities.

Public Law 101-512, Nov. 5, 1990 (104 Statute 1915) authorizes BLM to negotiate and enter into cooperative arrangements with public and private agencies, organizations, institutions, and individuals, to implement challenge cost-share programs.

♦Activity Description♦

This activity includes all facets of managing and protecting wildlife and fisheries habitat on public lands with the exception of sensitive, threatened and endangered species which are covered under the Threatened and Endangered Species Activity.

The primary objective of actions in this activity is to ensure optimum habitat and a natural abundance and diversity of fish and wildlife resources on the public land. This includes management of the fish and wildlife resources upon which many important economic activities depend, such as hunting, fishing, and wildlife viewing. Many visitors to BLM-administered lands are seeking fish and wildlife-related experiences. The management of this activity is closely coordinated with other resource management activities, particularly the Land Resources and the Recreation activities, to ensure a coordinated approach to resource management.

For example, fisheries management is done with an eye toward improving riparian condition and enhancing recreational fishing.

Both Wildlife and Fisheries Management subactivities share common work processes of resource assessment (inventory and monitoring) to ensure resource decisions are based on the best available scientific data. Coordination and consultation with organizations, interest groups, partners, and the general public are key components of this activity. Cooperative partnership efforts are encouraged as a means of expanding management capabilities and working closely with customers and stakeholders.

♦Partnerships, Volunteers, and Education♦

The BLM continues to emphasize partnership arrangements to assist in management of wildlife resources and to seek voluntary contributions of services, money, materials, labor and other expertise to aid in its management of public resources. Partnership arrangements have been a key part of our successful implementation of *Fish and Wildlife 2000*. For example, the BLM has had successful partnership arrangements with state, local and Federal agencies, sportsmen's groups, conservation organizations, livestock and timber producers and recreation groups. Examples of these include the Challenge Cost Share Program and the use of volunteers.

- *Challenge Cost Share.* Under BLM's continuing authority to enter into agreements with private entities to implement challenge cost-share programs, some \$4,500,000 will be utilized by BLM for wildlife and fisheries-related challenge cost-share efforts. This represents an increase of \$1,000,000 over Fiscal year 1996. When combined with non-Federal donations, more than \$10,000,000 worth of important habitat developments, inventories, needed research, and other investments in public fish and wildlife resources will be accomplished through Challenge Cost Share in Fiscal Year 1997. Typical work funded under challenge cost-share includes fisheries; big game habitat improvements (vegetation treatments, fence modifications, and seedings);

wildlife and fish re-introductions onto public lands via cooperative arrangements with the states; new water developments; streambank restoration; in-stream habitat and recreational fishing improvements; control of spread of exotic plant species; public outreach/education efforts; and habitat evaluation.

- *Volunteers.* The BLM will continue to use volunteers to expand resource management capabilities. Volunteers are used extensively to perform a variety of tasks supporting BLM's wildlife and fisheries resource efforts, including studies, monitoring, inventory, and habitat development projects (plantings, guzzlers, protection fencing, in-stream structures, access facilities, and signing).

- *Environmental and Resource Education.* Two growing initiatives that provide educational opportunities to the public include the *Watchable Wildlife* and *Animal Inn* programs. *Watchable Wildlife* provides opportunities through viewing guides and viewing areas for the American public to view and enjoy wildlife. *Animal Inn* is a nationwide initiative to educate the public about the importance of dead and fallen trees to fish and wildlife. BLM has been a cooperator in the development of informational and educational materials for both of these programs and is in the process of designating a system of *Wildlife Viewing Areas* in cooperation with state and local governments. In addition to locally developed and sponsored projects, many BLM personnel are certified instructors for nationally recognized resource education programs such as *Project Wild*, *Project Learning Tree*, and *Hunter Safety*.

The Bureau will also contribute \$500,000 to the FWS for training activities at the National Education Training Center in West Virginia.

◆Economic Benefits
Of Wildlife-Related Recreation◆

Each year, BLM lands receive more than 66 million visitor-days. The majority pursue traditional activities such as hunting or fishing but each year a growing number prefer to participate

in non-consumptive wildlife-related activities such as bird watching, photography and wildlife viewing. These visitors spend approximately \$680 million which results in direct economic impacts to states and local communities. On a regional basis the impacts can be significant. For example, a recent study reported that deer hunting alone generates \$729 million in retail sales, contributed \$411 million in salaries and wages, and provided 21,000 jobs in the Western U.S. alone. This translates to more than \$40 million in state sales taxes and \$18 million in income taxes. Outfitters and guides generate an estimated \$50-60 million in revenue annually to Western states. BLM works closely with state wildlife agencies, Federal partners, local communities and other cooperators to not only improve wildlife and fisheries habitats, but also to provide enhanced services and facilities for the public that engage in wildlife-related recreation on BLM lands. Examples include improved maps and guides, public access, interpretive sites and facilities, and directional signing.

Justification of Program and Performance

Activity: Wildlife and Fisheries Management

Subactivity: Wildlife Management

Table 21. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	18,271	1,900	+101	+1,000	20,101	+1,101
FTE	261	268	0	+10	278	+10

♦♦ Objectives ♦♦

Within the framework of the *Fish and Wildlife 2000* strategy plan, the objectives of this program are as follows:

- restore, maintain, and enhance wildlife habitat conditions to ensure optimum populations and a natural abundance and diversity of wildlife resources on the public lands as part of the multiple-use concept;
- ensure that big game/upland game species on the public lands are provided habitat of sufficient quantity and quality to sustain identifiable economic and/or social contributions to the American people;
- manage wetlands and other important waterfowl habitats on the public lands to help perpetuate a diversity and abundance of waterfowl;
- restore, maintain, and enhance populations of nongame migratory birds on public lands through habitat management;
- provide suitable habitat conditions for birds of prey on the public lands through the conservation and management of essential habitat components; and,
- prepare new/revised activity plans that include resource objectives developed using an interdisciplinary approach that considers the vegetation

attributes needed to meet ecosystem objectives, including those for fish and wildlife, livestock, wild horses and burros and other uses.

♦♦ 1997 Program ♦♦

The more than 270 million acres of public lands managed by BLM provide important habitats for nearly 3,000 species of wildlife and fish. The public land is the most ecologically diverse land base managed by any Federal agency, with representative native plant and animal communities found from the Arctic Ocean to the arid Southwest. More than 8.4 million hunting days are expended annually, while an estimated three million visitor-days are spent pursuing wildlife related activities such as bird watching, photography and wildlife viewing.

The wildlife habitat program is a key component of BLM's ecosystem management efforts. This program is managed in close coordination with other resource programs to ensure a coordinated approach to resource management. Management approaches are proposed to enhance biodiversity on the public lands in order to prevent the disappearance of habitats, the loss of plant and animal species and the decline in availability of the social values and economic products derived from natural communities.

♦Wildlife Habitat Management♦

Wildlife habitat management is a critical component of public land resources and ecosystems. Management of wildlife resources will continue to emphasize on-the-ground implementation of the *Fish and Wildlife 2000* initiatives. Habitat management efforts are closely linked with those efforts occurring in the Soil, Water, and Air; Rangeland Management; and Riparian Management programs to improve the health of BLM rangelands. The Wildlife program will participate in the development of rangeland health assessments.

About 7,000 acres of wildlife habitat improvement will be accomplished and some 450 habitat improvement projects will be completed in 1997. These accomplishments include those achieved with challenge cost-share funding as well as those completed entirely with appropriated funds. Several of BLM's special wildlife initiatives dependent on healthy productive ecosystems include:

- **Big Game.** The public lands provide habitat for 19 different big game species including two species of deer, pronghorn, three subspecies of elk, two subspecies of moose, caribou, mountain goat, three subspecies of bighorn sheep and others. In 1993, the BLM completed a comprehensive strategy plan which addresses management needs and planned actions for big game on the public lands. One result of this assessment was the identification of 622 key habitat areas covering 92 million acres.

In 1994, the BLM completed an updated strategic plan for three subspecies of mountain (bighorn) sheep (Rocky Mountain, California, and Desert) and one species of thin-horned sheep, the Dall Sheep of Alaska. The plan, "*Mountain Sheep Ecosystem Management on Public Lands*," identifies 254 mountain sheep bioregions covering about 20 million acres of BLM lands and another 37 million acres of other Federal lands, state and private lands that are essential to supporting viable mountain sheep populations.

The BLM administers nine million acres (about 80 percent) of the habitat for the desert bighorn sheep in about 115 target areas. Approximately 10,000

desert bighorns occupy these lands. BLM has initiated a program of inventory, monitoring, habitat management planning and improvement in a six-state area where this species lives. The BLM has cooperated with state wildlife agencies to reintroduce bighorns into new areas, and to augment additional herds. Since implementation of the range-wide plan, more than 40 new herds have been established by transplants, and existing populations of many herds have been augmented by transplants.

In 1997, the BLM will continue to implement its long-term management plans for all big game species. One of the major areas of concern associated with big game habitat management is the loss of winter habitat both on public lands (due principally to wildfires) and on private land as a result of land use changes such as development.

- **Upland Game Birds.** About 90 percent of the public lands provide upland game bird habitat for 23 species including the Western sage grouse, three species of forest grouse, quail, ptarmigan, dove, and wild turkey. BLM lands are critical to the health and well-being of the majority of these species and will be especially important in the eventual recovery of the endangered masked bobwhite quail. While most populations of upland game birds are healthy, three species are of special concern. The Columbian sharp-tailed grouse, Western sage grouse, and mountain quail have all experienced declining populations over the past several years. As historic habitat declines on private lands, public lands play an increasingly important role for these three species of upland game birds.

- **Raptors.** BLM Lands contain all or a portion of 223 key raptor habitat management areas (encompassing 23.5 million acres). Key habitat areas include crucial nesting, feeding, and overwintering and resting habitat for migrating birds, and vary in size from 150 acres to 500,000 acres. The world renowned, BLM-managed Snake River Birds of Prey National Conservation Area near Boise, Idaho, contains the highest density of nesting raptors in North America. The BLM will continue to focus management on critical and nationally recognized raptor habitats in the 1997 program.

• *Nongame Wildlife.* Public land ecosystems provide habitat for several thousand nongame wildlife species including several species of amphibians and reptiles such as the Western spadefoot toad, gopher snake, and Western fence lizard. Birds include the sage sparrow, horned-lark and long-billed curlew. While small mammals are represented by numerous species such as bats, the kangaroo rat, the pygmy and desert cottontail rabbits and the Arctic fox. Nongame species are critical components of natural systems. Many species of small mammals and birds, for example, are critical to ecosystem function by pollinating and spreading seeds, keeping some insect pests in balance and helping in nutrient cycling.

BLM has long recognized that nongame species are not only valuable for maintenance of ecosystem health but provide a tremendous source of enjoyment for the public. In order to help expand the public's knowledge of these species, the BLM has actively supported inventory, special studies, environmental education and technical training programs.

The BLM's *Watchable Wildlife* initiative provides for improving wildlife, fish, and special status species habitats on public lands. The *Watchable Wildlife* initiative includes development, in cooperation with other state and Federal agencies, of a national network of wildlife viewing sites nationwide, completion of a series of wildlife viewing guides and other interpretative materials. To date the BLM has established more than 300 viewing areas on public lands.

The majority of the planned work in the *Watchable Wildlife* initiative for 1997 involves implementing visitor enhancement activities at viewing sites. Examples include additional directional and interpretive signing, development of hiking and nature trails, providing access for disabled visitors at several sites, and habitat restoration in the immediate vicinity of several areas such as willow and tree planting, wetland development, eradication of noxious weeds, and protective fencing.

The *Partners In Flight* initiative is a large, coordinated conservation effort between Federal, state and private conservation interests. The primary goal of this program is to stem the downward trend of neotropical migratory birds that typically summer in temperate climates and winter in Mexico and Central America. The BLM has identified 246 species of nongame birds that rely heavily on public lands either for nesting habitat or as resting areas during annual migrations.

For the majority of BLM lands there is a lack of information on the status and needs of many of these species. As a result, the majority of efforts currently underway are focused at determining status and trends of many species. The BLM, as one of the principal land stewards in the West, plays an active role in this effort by working with other state and Federal agencies, private conservation interests and individuals in establishing and surveying new breeding bird survey routes and monitoring avian use in representative habitats such as sagebrush-steppe vegetation and desert riparian areas.

During 1997 the BLM will continue to identify data gaps, establish new monitoring sites, and implement habitat improvement activities on a number of sites such as the San Pedro National Riparian Conservation Area in Arizona, the Birds of Prey National Conservation Area, and the Chilly Slough area in Idaho. The BLM is working with local working groups to develop standardized inventory and monitoring protocols to ensure consistency over the entire Western U.S. landscape. The BLM is also providing technical expertise to Mexico and other Central American biologists that are participating in this effort south of the U.S. border.

♦ Justification of 1997 Program Changes ♦

Table 22. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$(000)	20,101	+1,000
FTE	278	+10

The 1997 Budget Request is \$20,101,000 and 278 FTE, a program increase of \$1,000,000 and 10 FTE. This increase will provide additional support for environmental protection by promoting general wildlife habitat management activities. This will be accomplished, primarily, by implementing challenge cost share projects that support maintenance and restoration of wildlife habitats in conjunction with our overall efforts to improve rangeland health.

Challenge Cost Share: \$500,000

Challenge cost share targets will be increased \$500,000 over fiscal year 1996 levels. Measures will be expanded to improve wildlife habitat conditions in conjunction with efforts to restore rangeland health and as specified in national and state level strategic plans. Healthy productive rangelands are a critical component of properly functioning ecosystems and they provide important habitat for a wide variety of wildlife species on BLM lands. The wildlife activity will participate in interdisciplinary monitoring and assessment efforts; preparation and modification of resource management and activity plans and implementation of cooperative on-the-ground management actions; the development of livestock grazing terms and conditions designed to maintain and protect wildlife habitats.

On-the-Ground Improvements: \$500,000; (10 FTE)

This portion of the increase will be used to implement needed on-the-ground improvements identified in plans and initiatives like, *Fish and Wildlife 2000* and Seeking Common Ground. The Seeking Common Ground initiative, started in 1991,

has been successful in facilitating implementation of mutually developed management objectives and on-the-ground actions that have reduced or eliminated livestock and big game conflicts in several pilot project areas. The initiative is an innovative effort supported by BLM's Rangeland and Wildlife Management Programs, the Forest Service and a variety of external partners such as the Wildlife Management Institute and National Cattleman's Association.

Through this program increase, BLM will double its current seeking common ground efforts from seven to 14 project areas. In addition, BLM will continue to fund a wide variety of cooperative challenge cost share projects that include inventories, special studies, and habitat improvements that benefit big game, upland game birds, waterfowl, and nongame animals. Habitat evaluation efforts would be increased by an additional 400,000 acres and an additional 200,000 acres of habitat would be improved through completion of approximately 100 new projects. An additional 50 existing projects would be maintained.

Examples of project areas for which funds are needed include the following:

Alaska: Wetlands classification efforts in cooperation with Ducks Unlimited on approximately four million acres of the Seward Peninsula.

Arizona: Black Mountain Ecosystem Management Plan- will solve longstanding conflicts between bighorn sheep, wild burros and domestic livestock; implementation of riparian management projects to protect 42 miles of the Gila River; and development or maintenance of seven water catchments for desert bighorn sheep and other wildlife.

California: Consumnes River Ecosystem Management Project- cooperative project with Ducks Unlimited, The Nature Conservancy, and California Department of Fish and Game is improving riparian and wetland habitats in the highly developed Central Valley.

Eastern States: Florida scrub restoration project in southern Florida using prescribed burning.

mechanical treatments and exotic plant control to restore this endangered ecosystem.

Idaho: Riverwood Wetlands enhancement projects near the Little Wood River in cooperation with Ducks Unlimited and Idaho Fish and Game; and Idaho Conservation Strategy for wildlife species at risk.

Montana: Cooperative studies with the Montana Riparian Association to address riparian-wetland management needs; North American Waterfowl Management Plan- protection, management, and development of wetland resources as part of the implementation of the Prairie Pothole Joint Venture.

Nevada: Additional emphasis will be put on completing allotment evaluations and multiple use decisions that will benefit sensitive and species and habitats. Efforts will continue on implementing habitat restoration and management actions in the Marys and Bruneau River watersheds that benefit the threatened Lahontan cutthroat trout, redband trout, riparian areas, big game and upland game habitats.

New Mexico: Replacement of net wire livestock fences in the Peloncillo Mountains that are restricting wildlife movements, including bighorn sheep, mule deer, Coues white-tailed deer and javelina with fences that will allow wildlife passage; and identification of important raptor areas.

Oregon/Washington: Implementation of the Bully Creek Watershed Management Plan to restore uplands and riparian areas and reduce conflicts between livestock, wildlife, and agricultural enterprises; restoring 3,000 acres of crucial elk habitat in cooperation with the Rocky Mountain Elk Foundation.

Utah: Development of several Watchable Wildlife viewing areas in cooperation with the Utah Division of Wildlife Resources and Defenders of Wildlife; and implementation of the updated Pariette Wetlands Management Plan.

Wyoming: Implementation of the Muddy Creek Coordinated Resource Management Project (Seeking Common Ground projects); and reintroduction of native Colorado River cutthroat trout.

Table 23. Wildlife - Performance Indicators: 1995, 1996, 1997.

Performance Indicators	1995 Actual (Rounded)	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Upland Habitat Assessment (000s acres)	6,500	6,800	7,200	+400
Intensive Management Applied to Upland Habitat (acres)	1,500	6,800	7,100	+300
Wildlife Projects Completed (number)	870	400	450	+50

Justification of Program and Performance

Activity: Wildlife and Fisheries Management

Subactivity: Fisheries Management

Table 24. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	6,057	6,100	+33	+1,000	7,133	+1,033
FTE	57	57	0	+10	67	+10

◆ Objectives ◆

The objectives of the fisheries management program are as follows:

- maintain or enhance the habitat for anadromous fish in the Pacific coast drainages;
- manage habitat for resident fish species that spend any portion of their life cycles on the public lands and that are of high economic, social, or scientific value to local communities and the Nation; and,
- improve the quality and quantity of recreational fisheries on the public lands in a manner consistent with conservation ethics and resource capability.

◆ 1997 Program ◆

The streams, rivers, springs, lakes, and reservoirs on the public lands provide spawning, rearing, and other key habitat components for many species of cold and warm water fishes. Anadromous fish species, such as salmon and steelhead trout, are important for commercial, recreational, and subsistence purposes. Throughout their range, warm water and resident trout species also provide important social and economic benefits to local communities and the nation. There are more than 160,000 miles of streams which support populations of both resident and anadromous fish species. The BLM

also manages 2.9 million acres of lakes and reservoirs inhabited by resident fish.

• *Anadromous Fisheries.* More than 19,500 miles of spawning and rearing streams for salmon and steelhead trout occur on the public lands in Alaska, California, Idaho, Oregon, and Washington. The BLM will work cooperatively with the U.S. Forest Service, the states, and Tribes on management of salmon, steelhead, and sea-run cutthroat trout in watersheds with both Threatened/Endangered listed stocks (discussed in the Threatened and Endangered Species Activity) and other stocks of anadromous fishes. Fisheries management activities will concentrate on maintaining or restoring habitat conditions for the sustained natural production of stocks at risk to preclude the need for listing under the Endangered Species Act.

The need for efforts to restore, improve and/or maintain functioning ecosystems and aquatic health is urgent. This fact has been identified in planning and assessment actions through the application of BLM strategic planning documents related to fisheries resource management.

The BLM will focus its effort on aquatic habitat management in those areas where there is a Federal interest, where partnerships with states, Tribes, the private sector, and other Federal agencies can be developed, and where anadromous species are declining. Wherever possible, BLM will work with the local community

and permittees to develop comprehensive watershed management plans that will meet both economic and anadromous fish needs. An example of such cooperative efforts involves the Coos Bay BLM District working with the City of Coquille, State of Oregon, the Harbor Authority and other groups to meet the Oregon State Watershed Health Benchmarks for the South Coast Basin, by taking action to improve water quality, rehabilitate the watershed, and improve conditions in the estuary that impact coho salmon.

Another example involves BLM participation in the Lemhi Model Watershed effort which involves the State of Idaho, Shoshone-Bannock Tribe, local land owners, county government, and other government and interest groups in improving conditions on the Lemhi, Pashimeroi, and East Fork Salmon Rivers.

- **Resident Fisheries.** Resident fisheries habitat management relates to management of habitat for resident trout and warm water species that are important for recreational or scientific purposes. Habitat for these species includes some 155,000 miles of stream, 192,000 acres of reservoirs, and four million acres of lakes. Resident fisheries are important for local economies based upon the income generated by recreational fishing. Some resident fishes are already listed by the U.S. Fish and Wildlife Service as either Threatened or Endangered (discussed in the Threatened and Endangered Species Activity). Others are declining in numbers due to poor habitat conditions.

In 1997, the BLM will continue resident fisheries habitat improvement efforts on high priority areas throughout the West.

Resident fisheries management efforts include habitat restoration projects on key stream/watershed areas such as the Arkansas River in Colorado, the San Pedro River and Gila Box National Conservation Area in Arizona, the Rio Grande River, the Mary's River in Nevada, and others. Water quality enhancement measures; installation of structural improvements such as

boulders, gabions and trees; removal of exotic fish species; reintroductions of native species; irrigation diversion screening; and various streambank improvements and rehabilitation projects are examples of fisheries activities.

♦ Justification of 1997 Program Changes ♦

Table 25. 1997 Program Changes

	1996 Budget Request	Program Changes (+/-)
\$ (000)	7,133	+1,000
FTE	67	+10

The 1997 Budget Request is \$7,133,000 and 67 FTE, a program increase of \$1,000,000 and 10 FTE. This increase will provide additional support for environmental protection, and will partially implement the *Executive Order on Recreational Fishing* and address critical fisheries issues throughout BLM lands.

The proposed \$1.0 million increase will be utilized to increase habitat for fish species, increase opportunities for recreational fishing on BLM lands, improve access for persons with disabilities, and provide increased economic benefits for local communities.

Recreational Fishing: \$500,000;

The proposed increase will be targeted for challenge cost-share to provide a minimum of a 1 to 1 ratio of non-Federal matching funds or in-kind services for the development of facilities that provide access for persons with disabilities, improve habitat conditions for recreational species, and develop new recreational fishing opportunities. In 1997 BLM will emphasize challenge cost share projects in or near areas where increased fishing opportunities can benefit both users and local economies.

Examples of cost-share projects are:

Blackfoot River Ecosystem, Montana (A River Runs Through It): BLM will work with other agencies and local landowners to reclaim fish habitat and to restore the watershed to its original pristine condition.

Arkansas River, Colorado: 10-15 recreational fishing projects will be completed in cooperation with the Bureau of Reclamation, US Fish and Wildlife Service, Colorado Division of Wildlife and groups such as Trout Unlimited, Boy Scouts, etc.

Campbell Creek, Anchorage, Alaska: Partnership among BLM, FWS, Alaska Department of Fish and Game, Alaska State Parks, USFS, Alaska Fly Fishers, Anchorage School District, and the Boy Scouts to implement streambank stabilization and channel restoration projects.

Habitat Restoration: \$500,000; (10 FTE)

The requested increase will be used for restoration efforts to restore, improve and/or maintain functioning ecosystems and aquatic health and to preclude the need to list additional species under the Endangered Species Act.

Project work will focus on aquatic habitat in areas where there is a Federal interest, where partnerships with states, tribes, the private sector, and other Federal agencies can be developed, and where fish species are declining.

As a result of the planning already completed under the *Fish and Wildlife 2000* strategic planning

document, fisheries resources on public lands have been categorized and specific national strategy plans are in the process of being implemented. These categories include: Anadromous Fish Habitat; Resident Fish Habitat; and Special Status Fish Habitat. As an integral part of this, a "Bring Back The Natives" initiative is being implemented jointly with the Forest Service and other non-Federal partners. This effort is designed to restore the health of entire riverine systems and their native fish species.

These strategic plans and their supporting detailed local plans provide a comprehensive basis for targeting funds and resources in the field and to specific work projects in order to accomplish priority work in an expedient manner.

Projects that emphasize the following will receive priority for funding: 1) Reestablishing plant communities needed for cover, shade and streambank stability; 2) off channel developments which are used by salmonids for critical over-wintering and rearing habitat; and 3) in-stream structures in areas critical to preserving species at risk.

Table 26. Fisheries Performance Indicators: 1995, 1996, 1997.

Performance Indicators	1995 Actual (Rounded)	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Fisheries Projects Completed (number)	60	400	900	+50
Aquatic (Lake) Habitat Assessed (acres)	17,800	9,100	9,000	-100
Aquatic (Stream) Habitat Assessed (miles)	2,400	900	900	0
Intensive Management Applied to Aquatic (Lake) Habitat (acres)	13,500	17,700	17,700	0
Intensive Management Applied to Aquatic (Stream) Habitat (miles)	1,300	1,400	1,450	+50

Justification of Program and Performance

Activity: Threatened and Endangered Species

Table 27. Activity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	17,992	16,500	+81	0	16,581	+81
FTE	192	171	0	0	171	0

◆ Authorizations ◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701et seq.) provides for resource management, rehabilitation, protection, improvement, planning, and administration on the basis of sustained yield. It provides for the management of the public land in a manner that will protect the quality of ecological, environmental, air and atmospheric, and water resource values. It requires the preparation and maintenance of an inventory of public land resources on a continuing basis, and compliance with applicable state and Federal air and water pollution control laws. It also requires the protection of scientific, scenic, historical and archaeological values; preservation and protection of certain public lands in its natural condition. It directs that areas of critical environmental concern be given priority in the inventory of public lands in developing and revising land use plans, and in applying special protective management. It provides for the management of the California Desert Conservation Area and implementation of the Desert Plan.

The Endangered Species Act of 1973, as amended (ESA) (16 U.S.C. 1531 et seq.) directs Federal agencies to ensure that their actions do not jeopardize threatened and endangered species, and help bring about their recovery.

Public Law 101-512, Nov. 5, 1990 (104 Statute 1915) authorizing BLM hereafter to negotiate and enter into cooperative arrangements with public and private agencies, organizations, institutions, and

individuals to implement challenge cost-share programs.

◆ Objectives ◆

The major objectives of this program are to:

- Manage the habitats of special status plants and animals to avoid endangering the species and/or the need to list the species as threatened or endangered (T/E) by either state or Federal governments.
- Recover populations of T/E plants and animals on public lands and stabilize species and populations consistent with BLM land use plans, after consultation with other Federal and state agencies.
- Conserve rare, vulnerable, and representative habitats, plant communities, and ecosystems (i.e., unique vegetation communities, ACECs, etc.).

◆ 1997 Program ◆

The Endangered Species Act of 1973 (ESA), as amended, requires that BLM carry out programs for threatened and endangered (T/E) species and the ecosystems upon which they depend, in order to bring these species and their habitats to a condition where the protective provisions of the ESA are no longer necessary. This involves both recovery actions and ensuring that other BLM program actions are not likely to jeopardize a species or destroy its habitat.

♦Preventing Species Endangerment♦

The BLM is collaborating with the Forest Service (USFS), Fish and Wildlife Service (FWS), National Park Service, the National Marine Fisheries Service (NMFS) and local stakeholders to prevent species from becoming threatened or endangered. Through interagency cooperation, more than 65 conservation strategies have been developed to remove, reduce, or mitigate threats to candidate or sensitive species to prevent the need to list them.

In Idaho, for example, agency heads of Idaho Department of Fish and Game and Idaho Department of Parks and Recreation make up the Operational Committee of an interagency conservation program. The primary agencies involved in the effort are the USFWS, BLM, Regions 1 and 4 of the USFS, NMFS, and the State of Idaho. To date this cooperative effort has been highly successful in removing threats and developing Conservation Agreements for candidate and sensitive species and reduce the need to list them as threatened or endangered.

At least 139 plant and animal species that occur on public lands administered by the BLM are listed by the Fish and Wildlife Service as proposed or candidate species, which means they are being considered for listing as threatened or endangered. In 1996, this involved more than 90 plants and 49 animals including a number of very rare species that are found only on these lands. Some species range widely over the public lands, while others are confined to isolated springs or unique natural plant communities. The BLM's policy objective is to manage the habitat of candidate species to maintain populations at a level which will avoid the need to list the species as threatened or endangered by either the state or Federal government.

♦Recovering Listed Species♦

The BLM's management efforts for listed species are designed to comply with the ESA requirements to avoid jeopardizing a species and help bring about its recovery. Specific strategies involve including specific T/E objectives in land use plans and/or activity plans, such as coordinated resource

management plans and habitat management plans; and monitoring population trends, habitat conditions and specific on-the-ground management activities.

The number of listed species inhabiting public lands administered by the BLM has been increasing over the last several years at a rate of between 15 to 20 species annually. In 1997, these lands are expected to provide part or all of the habitat requirements for more than 228 listed T/E plant and animal species, involving more than 20 million acres of habitat.

♦Management of Key Initiatives and Special Status Species♦

Northern Spotted Owl and the President's Forest Plan

Federal listing of the Northern Spotted Owl provided the impetus to develop the President's Northwest Forest Plan - a comprehensive solution to the decline of late-successional and old-growth forest species. Implementation of the President's Forest Plan will provide more than a million BLM acres of intensively managed forest and riparian reserves. Extensive surveys will be done for more than 400 plant and animal species to facilitate sustainable ecosystem management. These surveys along with monitoring and habitat improvement projects, will be required to recover owl populations to a secure level and ensure that other forest dependent species do not decline further. The O&C Grant Lands account addresses additional management actions related to the President's Northwest Forest Plan.

California Condor

The BLM is a key participant in the proposed 1996 reintroduction of the California condor to its historic habitat in northern Arizona. Additional releases are scheduled to follow over a period of several years. The BLM has been involved in the comprehensive planning and coordination with Federal, state and private organizations, and is committed to provide long-term support and monitoring. The release site, educational displays and the project support facility have been established on BLM lands.

This project is essential to the recovery of the California condor because it creates sub-populations that will reduce the risk of extinction for the species. Public outreach displays will provide information to the many visitors that are anticipated as the public learns of opportunities to view the first wild condors outside California in more than 100 years.

Colorado River Basin Fishes

The BLM is actively involved in recovery actions for Federally listed fishes in the Colorado and Green River basins. Many of these fishes were widely distributed in mainstem rivers but now are endangered. Portions of their critical habitat are designated on public lands. BLM has numerous commitments regarding recovery and management of these fishes. Some are associated with oil and gas developments, recreational fishing, salinity abatement, and water withdrawals. Extensive monitoring and the restoration of natural flow patterns are prerequisites to recovery. Longstanding cooperative management agreements, recovery actions, and compliance with Section 7 of the Endangered Species Act require substantial funds for BLM in AZ, CO, NM and WY.

Desert Tortoise

As the largest Federal landowner in its range, the BLM has a key role to play in the conservation and recovery of the threatened desert tortoise. BLM has improved its management consistency by utilizing a range-wide approach. In each of the four states (Arizona, California, Nevada, Utah) where desert tortoises occur, range-wide habitat management plans are in place. The plans

incorporate strategies from the final tortoise recovery plan including categorizing habitats throughout the species' range, monitoring key habitats, and minimizing negative impacts from other uses.

Anadromous Fish

National and regional concern for the decline of anadromous fish stocks in the Pacific Northwest has increased dramatically in recent years. Three stocks have been listed as endangered and many more are being considered for listing. In May, 1991, the American Fisheries Society published a list of 214 naturally spawning anadromous fish stocks on the Pacific Coast which are either at risk of extinction (159 stocks) or of special concern (54 stocks). The effects of these declines are being felt throughout the Pacific Northwest with dramatic impacts to nearly all sectors of the economy.

The BLM recognizes the importance of anadromous fish to the economy of the Pacific Northwest and is committed to restoring these runs to healthy levels.

Management of candidate and Federally listed species of anadromous fish in the Columbia and Snake River Basins of Oregon, Washington, and Idaho will continue as a priority in 1997. The majority of funding provided for the Columbia Snake River Basin Anadromous Fish initiative will be directed toward listed or candidate species. Land use plan amendments and Environmental Impact Statements outlining management actions affecting anadromous fish will be completed for habitat located in Oregon, Washington, Idaho and Montana in 1997.

Management actions to restore habitat conditions will be implemented consistent with these plans. Management activities will include stream habitat surveys, in-stream improvement projects and maintenance, riparian habitat improvement work and Section 7 consultations on actions such as grazing use authorizations, rights-of-way and land exchanges.

Special Status Fish

More than 59 fish species are either listed as threatened, endangered, or are candidates for

Federal listing. Most of these species occur in the Great Basin or Desert Southwest and many are found only on public lands. Some species, such as Lahontan cutthroat trout, once ranged over broad areas and thousands of miles of streams in Nevada, California and Oregon. The range of this species is currently restricted to the headwater reaches of certain streams.

Increased management efforts are being placed on the bull trout in Idaho and Western Montana. Management recommendations have been put into place by the BLM for Idaho and Montana until an Environmental Impact Statement is completed.

The BLM is an active participant in the cooperative *Bring Back the Natives* effort along with the U.S. Forest Service and other partners. The goal of this effort is to restore the health of entire riverine systems and their native species. National, state, and local partners and volunteers are also supporting actions which target key habitats and plant and animal species, as well as water quality. Priority efforts include improving water quality, providing screening for irrigation diversions, stabilizing stream banks and other actions to enhance fish populations and halt declining trends which could preclude the need to list the species as T/E.

Special Status Plants

In 1992, BLM completed a strategic plan for the long-term management of more than 172 plant species that are either Federally-listed as threatened or endangered, or are candidates for listing. Efforts are underway to complete inventories on 143 million acres to determine locations, abundance, and threats to populations; complete nearly 460 studies on specific plant populations to define biological and ecological needs and to develop actions that will be required to recover species to stable population levels; prepare about 500 activity plans; construct some 250 projects for plant species protection; acquire important habitat areas; expand monitoring of known populations; and implement environmental education and awareness programs that will aid in the protection and recovery of species that are especially vulnerable to man's activities.

The BLM has joined the Forest Service, National Park Service, Fish and Wildlife Service, Department of Defense and several other Federal agencies in the *Native Plant Conservation Initiative*, to coordinate conservation of listed and sensitive plants on more than 600 million acres of Federal lands. This cooperation allows for development of range-wide conservation strategies for many of the 400 listed plant species. A focus of the initiative is to increase agency capabilities through improved collaboration with more than 50 non-Federal cooperators including botanic gardens, universities, state and local agencies, conservation organizations, and professional societies. The participating agencies have completed a national strategic plan and are working with their cooperators to improve sharing of information and expertise, focus investigations on priority species, and allow integrated conservation solutions to be coordinated across agency jurisdictions.

Special Habitats

The public lands encompass a large array of habitats, plant communities and ecosystems, many of which are rare and/or vulnerable. Under objectives specified in *Fish and Wildlife 2000* and the Special Status Plants Strategy Plan, BLM will identify and monitor such habitats (e.g., plant communities/ecosystems) and implement management decisions to ensure the maintenance of the habitat's unique characteristics. These actions, in combination with other habitat management actions, will help ensure maintenance of biological diversity on the public lands, as well as the continued presence of rare or vulnerable plant and animal species habitats.

♦Resource Evaluation♦

The base program for 1997 will provide for evaluating priority T/E and candidate species habitat to support the development and implementation of conservation strategies and recovery plans. This information will help ensure that appropriate actions are undertaken to protect T/E species without unnecessarily delaying other resource utilization programs. Priority efforts include the President's Northwest Forest Plan, California Condor reintroduction in Arizona, the Southwest willow

flycatcher in Arizona and New Mexico, and the desert tortoise in Utah, Arizona, Nevada and California.

Habitat evaluations will be expanding on a watershed basis with special emphasis in the Columbia and Snake rivers and other key watersheds supporting at risk species.

◆Resource Improvement and Maintenance◆

In 1997, BLM will be involved in preparing and implementing portions of more than 130 recovery plans. Recovery plans, prepared under the auspices of the FWS, identify work necessary to bring about de-listing and identify each agency's responsibilities in the recovery process. BLM

sometimes supplements recovery plans with specific habitat management plans when necessary to accomplish its portion of the recovery efforts. About 350 habitat management plans with a T/E emphasis will also be developed or implemented. BLM will continue to monitor implementation of ongoing T/E recovery and management efforts for species which rely on public lands administered by the BLM for habitat.

The BLM and its partners in the *Native Plant Conservation and Bring Back the Natives* initiatives will continue to implement priority on-the-ground actions to conserve listed and other special status species. These diverse and innovative partnerships develop community-based projects which protect and restore habitats and build public support for land stewardship.

Table 28. T/E Species Program - Workload Accomplishments 1995, 1996, 1997.

Performance Indicators	1995 Actual (Rounded)	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
T/E Habitat Assessment (acres)	362,000	350,000	350,000	0
T/E Habitat Assessment (miles)	300	300	300	0
T/E Projects Developed (number)	350	300	300	0
Intensive Management Applied to T/E Habitat (acres)	7,000	7,000	7,000	0
Conservation Agreements (number)	65	75	75	0

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Activity Summary**Activity: Recreation Management**

Table 32. Activity Summary (\$000s).

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable and Related Changes (+/-)	Program Changes	1997 Budget Request	Change from 1996 (+/-)
Wilderness Management \$	13,372	14,000	72	+1,000	15,072	+1,072
FTE	165	175	0	+10	185	+10
Recreation Resource Management \$	25,350	26,139	133	+1,500	277,720	+1,633
FTE	421	423	0	+15	4,380	+15
Recreation Operations \$	1,456	4,000	+20	-1,000	30,000	-980
FTE	24	49	0	0	49	0
Total Dollars	40,178	44,139	+225	+1,500	45,864	+1,725
Total FTE	610	647	0	+25	672	+25

◆◆ Authorizations ◆◆

The Federal Land Policy And Management Act of 1976 (FLPMA) (43 U.S.C. 1701 et seq.) identifies recreation as a major use of public lands, and requires protection of scientific, scenic, historical, ecological, and archaeological values, preservation and protection of certain public lands in its natural condition; and provisions made for outdoor recreation, human occupancy, and use of the public lands;

43 U.S.C. 1771 requires preparation and maintenance of an inventory of public lands resources on a continuing basis;

43 U.S.C. 1712 directs that areas of critical environmental concern be given priority in the inventory of public lands, in developing and revising land use plans, and in applying special protective management;

43 U.S.C. 1781 provides for the management of the California Desert Conservation Area and implementation of the Desert Plan;

The National Environmental Policy Act of 1969 (NEPA) (42 U.S.C. 4321 et seq.) requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment;

Section 603 of FLPMA (43 U.S.C. 1782) requires Secretarial review of all roadless areas of 5,000 acres or more and roadless islands on the public lands having wilderness characteristics, and submission of recommendations to the President by 1991 concerning their suitability or nonsuitability for wilderness designation;

The Wilderness Act of 1964 (16 U.S.C. 1131 et seq.) provides for the designation and preservation of wilderness areas;

The Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460) provides for the establishment of the Land and Water Conservation Fund, special bureau accounts in the U.S. Treasury, the collection and disposition of recreation fees, the authorization for appropriation of recreation fee receipts, and other purposes;

The King Range Act of 1970, as amended (16 U.S.C. 460y) provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes;

An Act to establish the Red Rock Canyon National Conservation Area in Nevada (16 U.S.C. 460ccc) provides for the conservation, protection and enhancement of cultural and natural resources values by the Bureau of Land Management within the Red Rock Canyon National Conservation Area;

An Act to establish the El Malpais National Monument and the El Malpais National Conservation Area in the State of New Mexico, (16 U.S.C. 460uu–21) provides for the protection and management of natural and cultural resource values within the El Malpais National Conservation Area by the Bureau of Land Management;

An Act to provide for the designation and conservation of certain lands in Arizona and Idaho (16 U.S.C. 460xx) establishes the San Pedro Riparian National Conservation Area in Arizona and provides for management and development for recreation and other multiple use purposes;

The National Trails System Act of 1968, as amended (16 U.S.C. 1241–1249) establishes a national trails system and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes, or sold with the receipts to be deposited in the Land and Water Conservation Fund;

The National Parks and Recreation Act of 1978 (16 U.S.C. 1242–1243) establishes a number of national historic trails which cross public lands;

The Wild and Scenic Rivers Act of 1968, as amended (16 U.S.C. 1271) provides for the development and management of certain rivers;

The Federal Cave Resource Protection Act of 1988 (16 U.S.C. 4301) provides for the protection of caves on lands under the jurisdiction of the Secretaries of Interior and Agriculture, establishes use permit terms and conditions, and penalties for violations; and

The Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3101 et seq.) provides for the designation and conservation of certain public lands in Alaska. BLM responsibilities include six wild and scenic rivers, nine study rivers, one national conservation area, one national recreation area, and one national scenic highway.

♦♦Activity Description♦♦

This activity includes all facets of managing and protecting recreational resources and recreational opportunities and designated and potential wilderness areas. It also includes managing the collection of recreation user fees.

The primary objectives of this activity are to provide quality recreational opportunities that foster the health of the land, minimize natural resource damage, protect wilderness values, and assure that the public receives a fair market value for any commercial ventures profiting from the public land resources.

All subactivities share common work processes of resource assessment (inventory, planning and monitoring), use authorization (permitting), and compliance (permit administration and enforcement). A high degree of public contact occurs between BLM and other federal agencies, non-governmental organizations, state, and local governments and the general public.

The table on the following page displays many of the recreational opportunities on public lands.

Recreation Features and Opportunities on Public Lands

2,022 miles of 33 designated rivers in 5 States in the National Wild and Scenic River system
5,227,063 acres in 136 designated Wilderness Areas
20,141,808 acres in 622 wilderness study areas
11,689,744 acres in 8 National Conservation Areas
65,780 acres in the Santa Rosa Mountain National Scenic Area in California
80 acres in the National Outstanding Natural Area (Yaquina Head, Oregon)
43 National Natural Landmarks - 599,042 acres
22 cultural sites designated as National Historic Landmarks
228 sites are listed on the National Register of Historic Places
5 sites have been designated as World Heritage properties
3,141 miles of 63 designated National Back Country Byways in 11 states
355 special recreation management areas
525 designated Areas of Critical Environmental Concern
2,494 miles of 9 National Historic Trails
502 miles of 2 National Scenic Trails
377 miles of 22 National Recreation Trails
13,700 miles of multiple-use trails
250 fee and 1,227 non-fee recreation sites
120 interpretative centers and visitor contact stations
17 concessions
8 long term visitor areas
412 campgrounds with 16,698 camp sites
300 watchable wildlife viewing sites
2,597,740 acres of lakes and reservoirs
23,131,367 acres of riparian wetlands
174,313 miles of fishable streams
180,604 miles of riparian streams
6,664 miles of floatable rivers along 746 river segments
127 boat ramps
897 recorded caves and cave systems
62,768 miles of road suitable for passenger cars

Justification of Program and Performance

Activity: Recreation Management

Subactivity: Wilderness Management

Table 33. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	13,372	14,000	72	+1,000	15,072	+1,072
FTE	165	175	0	+10	185	+10

♦♦ Objectives ♦♦

The major objectives of the Wilderness program are to:

- provide management strategies that preserve naturalness, opportunities for solitude and other intrinsic wilderness values on all designated wilderness areas.
- prepare wilderness management plans and manage designated wilderness areas according to established regulations and guidance;
- conduct interim management on wilderness study areas (WSAs) pending completion of Congressional action of the President's recommendations for these areas;
- conduct wilderness studies as part of land and resource management planning revisions on an ongoing basis as part of the multiple use management mandate for the public lands as contained in FLPMA;
- participate in National Wilderness Preservation System interagency training and research programs and projects; and
- initiate and implement long-range baseline monitoring of resource conditions and trends as part of an interagency wilderness monitoring system.

♦♦ 1997 Program ♦♦

The wilderness resources under BLM management consist of potential wilderness areas (WSAs) and the management of wilderness areas designated by law as part of the National Wilderness Preservation System. At present, BLM manages a total of 5,227,063 acres in 136 designated BLM wilderness areas, and provides interim management for 20,141,808 acres of wilderness study areas, pending further Congressional action. In 1994, the portion of the National Wilderness Preservation System managed by the BLM increased with the addition of 3,573,534 acres of wilderness in California in 69 new wilderness areas.

♦Inventory and Wilderness Studies♦

The study process, completed in 1991, was integrated with BLM's land use planning system. All study reports, including EISs and mineral survey reports for each study area, were combined into statewide reporting packages for approval and decision by the Secretary.

In fiscal year 1992, the BLM satisfied the provision of §603(a) of FLPMA, which required the Secretary of the Interior to report recommendations for wilderness designation of public lands areas to the President by October 21, 1991. In total, over 90 separate studies and EISs were completed by the BLM. The President transmitted the final BLM wilderness recommendations to Congress in January of 1993.

♦Interim Management♦

Section 603(c) of FLPMA requires BLM to manage the lands in WSAs to maintain their suitability for possible wilderness designation. The purpose of the BLM Interim Management Policy (IMP) is to protect existing wilderness values and to manage all use activities in a manner so as not to impair the suitability of WSAs for preservation as wilderness. Additionally, the IMP governs existing mining, mineral leasing and grazing activities (*i.e.*, "grandfathered" uses or valid existing rights) to prevent unnecessary or undue degradation of the WAS. Primary emphasis under the IMP is on the surveillance and monitoring of ongoing actions and activities in WSAs.

All lands included in WSAs remain under the IMP until legislation is enacted by Congress that either releases them from WSA status or adds them to the National Wilderness Preservation System. In 1997, BLM will provide interim management on 20,141,808 acres in 622 WSAs.

♦Wilderness Management♦

Wilderness area management involves the initial and long-term actions necessary to maintain wilderness values while allowing compatible uses of other resources within a wilderness area. The wilderness area management component is composed of the following workloads:

- **Interdisciplinary Planning.** BLM develops interdisciplinary management plans for designated wilderness areas which serve as the management guidance for these areas. The BLM wilderness area management planning process resolves issues related to wilderness objectives, long-term protection needs, visitor use administration, management of commercial uses, and other resource activities to assure that wilderness values are maintained as specified in the Wilderness Act.

The BLM's policy is to complete wilderness area management plans within two years of designation. However, where several wilderness areas in a State are designated in the same year, completion of management plans may take longer.

- **Wilderness Area Patrols and Surveillance.** All wilderness areas require regular ground and/or aerial patrol and surveillance to detect unauthorized uses that could impair or destroy wilderness values.

- **Wilderness Area Boundary Identification and Maps.** Upon designation, wilderness areas require signing and mapping. Boundary surveys are conducted, survey monuments are set, and public land records are updated.

- **Public Education.** Notifying the public, and local governmental agencies, about the designation and boundary locations of new wilderness areas, and the activities that are allowed in wilderness areas, is a large initial workload following wilderness area designation. Brochures, maps, and media coverage are used to accomplish this task.

- **Commercial Uses of Wilderness and Other Resource Management.** Some commercial uses of wilderness such as livestock grazing, the development of predesignation mining claims, and access to non-Federal inholdings, are specifically allowed in wilderness areas and require wilderness management coordination to assure that impacts to wilderness values are minimized.

♦Resource Protection/Rehabilitation♦

As part of the effort to maintain the primitive and natural character of designated wilderness areas, the BLM rehabilitates certain resources damaged in the wilderness. These damages may have been the result of unauthorized activities such as prospecting, mining, off-road vehicle use, or unauthorized road construction. Some damage occurred before inclusion of the area within the wilderness review process. Other activities may have been conducted illegally after an area was included in the study process and have been identified through interim management. The BLM will rehabilitate the damage if the responsible parties cannot be identified.

♦♦ Justification of 1997 Program Changes ♦♦

Table 34. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$(000)	15,000	+1,000
FTE	185	+10

The 1997 Budget Request is \$15,000,000 and 185 FTE, a program increase of \$1,000,000 and 10 FTE. The increased funding will be used to continue the implementation of the *California Desert Protection Act (CDPA)*.

The California Desert provides resource protection and wilderness management for the 69 new wilderness areas, encompassing 3,573,534 acres. The California desert contains public wildland resources of extraordinary and inestimable values for this and future generations. These desert wildlands display unique scenic, historical, archeological, environmental, ecological, wildlife, cultural, scientific, educational, and recreational values used and enjoyed by millions of Americans for hiking, camping, scientific study and scenic appreciation. Because the California Desert is located only 2 to 3 hours from a population of over 20 million people, these public land resources are faced with increasing threats by adverse pressure which would impair, dilute, and destroy their public and natural values if not protected.

The funding for the CDPA will be used to provide visitor information and safety and facilitate other resource uses by completing boundary surveys, signing, and map updates. Specifically, funding increases will be used for:

- Dispute Resolution - \$200,000. Several boundary disputes have arisen that require resolutions. Resolving these disputes is important to the adjacent private land owners.

- Appraisal fees for land exchanges - \$100,000. as required in the CDPA, BLM is currently working with the State Lands Commission to exchange the 100,000 acres of state in-holdings in BLM designated wilderness. In addition, BLM will work with a number of private land holders to acquire approximately an additional 300,000 acres.

- Hazardous Materials Inspection - \$100,000. To complete the above land exchanges BLM must conduct hazardous material inspection before the lands can be acquired.

- Validity Exams - \$300,000. BLM has received nearly 30 plans-of-operations for mining within the new wilderness areas. Working with the mineral applicants BLM must conduct a validity exam prior to approving these plans. These additional funds will help BLM expedite the validity exams.

- Reclamation/Barriers - \$100,000. These funds will be used to contract road barricades and road reclaim efforts needed to protect the wilderness values.

- Boundary Maps and Descriptions - \$50,000. Once the boundary maps are finalized and presented to Congress, the user maps and brochures will have to be updated.

- Interagency Field Rangers - \$150,000. BLM in coordination with the U.S. Forest Service will patrol the wilderness areas to provide visitor information, to ensure protection of the wilderness resources and to check compliance on other authorized uses being conducted within the wilderness areas.

These needs reflect BLM's wilderness management needs and do not include any funding for East Mohave.

Table 35. Wilderness Management Subactivity Performance Indicators 1995, 1996, & 1997.

Performance Indicators	1995 Actual	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Designated Wilderness Areas (#s)	136	136	136	0
Designated Wilderness Acreage (000s acres)	5,227,063	5,227,063	5,227,063	0
(WSA) Interim Management (#s)	622	622	622	0

Justification of Program and Performance**Activity: Recreation Management****Subactivity: Recreation Resource Management****Table 36. Subactivity Summary.**

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	25,350	26,139	+133	+1,500	27,772	+1633
FTE	421	423	0	+15	438	+15

◆ Objectives ◆

The major objectives of this program are to:

- sustain healthy land and water resources while providing the highest quality outdoor recreational opportunities possible;
- share the responsibility for the stewardship of public lands and waterways with our users; .
- provide quality outdoor recreation opportunities that encourage the freedom to pursue unstructured activities with responsibility for resources and respect for other users;
- promote, enhance, and facilitate public appreciation and awareness of recreation resources through visitor information, interpretative services, and/or on-the-ground presence;
- enhance tourism and economic development through entrepreneurial incentives and cost recovery;
- enhance outdoor recreation opportunities offered on and adjacent to the public lands through expanding partnerships with other Federal, State, and local agencies and the private sector;
- improve access to public lands and facilities for all Americans.

◆ 1997 Program ◆

In 1997, visits to public lands are projected to increase by 2 percent over 1996 totaling approximately 66,000,000. The BLM is projecting to issue 20,000 Special Recreation Permits.

The Recreation Management Program is one of the Administration's *Priority Investments in Natural Resources* initiative and will effectively serve to accomplish the Secretary's *Take Pressure Off National Parks* initiative by providing abundant and diverse outdoor recreation opportunities in close proximity to other national treasures.

The goal of the recreation program is to provide recreational visitation and tourism that promotes resource conservation, supports sustainable development, and promotes local culture. This is being accomplished by providing better, quality visitor services; working with and enhancing tourism and rural economic development; providing entrepreneurial incentives for outside funding; and seeking cost recovery for recreational services provided by BLM.

The public lands offer recreational opportunities that are nationally significant and unique in their diversity, quantity, and quality. Nationally recognized resources managed by the BLM include 33 National Wild and Scenic Rivers; 33 National Recreation, Scenic, and Historic Trails; 8 National Conservation Areas; 1 National Scenic Area; 63 Back Country Byways; 1 Globally Important Bird Area, 43 National Natural Landmarks, 1 National

Recreation Area and 1 National Outstanding Natural Area.

The BLM also manages 250 fee and 1,227 non-fee recreation sites; over 13,700 miles of BLM's multiple use trails; 127 boat ramps, along 746 river segments (6,664 river miles); 17 concession operations; 2,597,740 acres of lakes and reservoirs; and 120 interpretive centers and visitor contact stations.

In addition, there are 355 special recreation management areas that require intensive management, 897 recorded caves, and 525 areas of critical environmental concern with significant recreation values. The public lands and related waters also provide many extensive, non-facility oriented areas for a variety of activities such as hunting, fishing, sightseeing, hiking, rock climbing, and hang-gliding.

◆BLM's Recreation 2000◆

Management of recreation resources on public lands is guided by implementation of BLM's *Recreation 2000: a Strategy Plan* and the *Recreation 2000: Update*. The Update provides clear statements of the BLM's recreation management emphasis. Under this plan BLM will emphasize resource-dependent recreation opportunities that typify the vast Western landscapes. BLM will give the public the freedom to choose how to spend its leisure time on public lands within the constraints of preserving natural resource conditions, resolving user conflicts, and providing for public health and visitor safety.

Although BLM manages a wide range of activities and settings, the public lands are noted for the undeveloped, wild nature of their recreation opportunities. BLM will customize the management of each local area according to its own unique attributes and situations.

BLM will continue to highlight management of Congressional, special and administrative areas. It is envisioned that most recreation-related facilities will be for protecting resource values and to serve as staging areas for resource based use and not as visitor attractions themselves.

Future program emphasis will stress partnerships and low investment resource-dependent opportunities such as back country byways, watchable wildlife sites, multiple use trails, boating and fishing access and modestly developed camping and day-use facilities. The BLM will pursue key opportunities where resource values and public demand dictate. Elsewhere, BLM will have to guide use to other recreation providers or limit activities to critical custodial management. This means that BLM will have to deny some proposals that are outside of their fiscal reach.

◆Visitor Services◆

A variety of services are performed by BLM personnel and volunteers to ensure that visitors have a safe, informed and enjoyable experience. Visitor services include visitor protection and supervision, information and interpretive services, and emergency assistance. Many of these services are provided by BLM's Law Enforcement Rangers. As multi-resource professionals, uniformed BLM Rangers add visibility and augment local law enforcement authorities.

◆Partnerships and Volunteers◆

The BLM continues to encourage recreation partnership, friendships, and associations who voluntarily contribute services, money, material, labor and other expertise to improve the recreational opportunities available on public lands. Partnership arrangements have been successfully developed with such groups as historical societies, OHV clubs, caving, hiking, and rockhounding groups, hunting and fishing clubs, ranchers, conservation organizations, boaters, State, local, and other Federal agencies, and recreation service providers (such as guides and outfitters). BLM has also developed concessionaire agreements with private industry to enhance visitor services at popular recreation areas to further diversify the recreation opportunities available to a wider variety of users.

The BLM uses volunteers extensively in this activities to maintain trails and facilities, serve as campground hosts, and provide clerical and other administrative support such as staffing visitor centers and

contact stations, conducting statistical reports and data entry. In 1997, volunteers contributed nearly 532,000 work hours valued at over \$5.8 million to the BLM recreation program for a total expenditure of \$525,000 from federal appropriations.

Within the 1997 funding level, the BLM plans to devote \$1.2 million to the recreation challenge cost-share program with an expected benefit of \$9.7 million to accomplish additional on-the-ground projects. The BLM also plans to continue partnerships at the national level and implement initiatives such as *Tread Lightly*, *Leave No Trace*, *Back Country Byways*, *Recreational Fishing*, and *Watchable Wildlife*. These initiatives provide the impetus for specific resource management efforts at the State and local level.

◆ *Management of Special Areas* ◆

The BLM is mandated by FLPMA to manage the public lands for diverse opportunities and sustainable development as opposed to single short-term uses. Within the public lands, there are special areas of national significance in which the protection and conservation of significant resources is paramount. Such areas may be Congressionally designated through legislation, such as National Conservation Areas (NCAs), National Recreational Areas (NRAs), National Scenic Areas, National Historic and Scenic Trails, and Wild, Scenic, and Recreational (WSR) Rivers; or by administrative designations, such as Areas of Critical Environmental Concern (ACECs), National Natural Landmarks, National Recreational Trails, Research Natural Areas, and Special Recreation Management Areas (SRMAs). BLM focuses most of its priority attention on nationally designated areas and SRMAs, where more intensive recreational use requires direct BLM supervision of use activities and calls for investments in resource protection facilities. Cave management is an area of growing management concern due to public health and safety issues, resource protection, including scientific research needs and public information and education requirements.

◆ *National Conservation Areas* ◆

The 1997 program continues the priority emphasis for the BLM's 8 NCAs: the El Malpais in New Mexico, the California Desert Conservation Area and the King Range in California, the San Pedro Riparian and Gila Box Riparian in Arizona, the Birds of Prey in Idaho, the Red Rock Canyon in Nevada, and the Steese NCA in Alaska.

◆ *Wild, Scenic, and Recreational (WSR) Rivers* ◆

The 1997 program covers continuing implementation of 33 Wild and Scenic River (WSR) management plans covering 2,022 miles of BLM administered rivers in the National Wild and Scenic River System. This includes permit issuance and supervision of visitor use of these rivers. Pursuant to Congressional direction, BLM will be monitoring expenditures for WSR.

The inventory and evaluation of potentially eligible WSR river segments are conducted as part of BLM's resource management planning process. During 1997, the BLM will continue the evaluation of approximately 400 eligible WSR river segments.

◆ *Back Country Byways* ◆

BLM and the Forest Service designate certain roads as part of the national byways initiative. This program is intended to expand public access to the public lands for recreation purposes. *Back Country Byways* place emphasis on enhancing opportunities for pleasure driving associated with the scenic, cultural and natural resources of the public lands. There are currently 63 *Back Country Byways* totaling 3,141 miles in the system. A partnership with the American Recreation Coalition, American Isuzu, and Farmers Insurance has supported and facilitated the designation and implementation of the *Back Country Byways*. Additional partnerships on a State and local level have provided significant support for byway management.

♦Trails♦

Management of 7,370 miles of BLM's 768 multiple use trails focuses on providing resource-dependent recreation opportunities. BLM's goal is to provide Trails for all Americans, including people with disabilities, that meet the needs of visitors to public lands in a variety of trail corridor setting. In addition, BLM manages portions of 9 National Historic Trails, 2 National Scenic Trails, and 22 National Recreation Trails. Future emphasis will stress partnerships to inventory, maintain and patrol the BLM's multiple use trail system and the National Trail crossing public lands.

♦Tourism & Economic Development♦

Many unique recreational opportunities on the public lands are made available to the public through the issuance of permits to private individuals, commercial operators, and organizers of competitive events, such as promoters of large off highway vehicle events. BLM issues permits for several types of recreation activities, such as river use, outfitters (for hunting, backpacking, etc.), competitive events (e.g., land sailing and dog sled races), and also individual recreation use (e.g., camping and long-term visitor areas).

Recreation and tourism is a major part of the lifestyle of millions of Americans as well as people from other countries. Public lands in the West play an important role in providing these outdoor recreational experiences. In order to play an active role BLM charges fees at developed recreation sites to generate funds to sustain the public's ability to continue to use these recreational resources. BLM also works with industry, other governmental agencies, and special interest groups in developing user fees programs and strategies for implementing entrance fee for special and/or unique recreational areas.

♦Justification of 1997 Program Changes♦

Table 37. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$(000)	27,772	+1,500
FTE	438	+15

The 1997 Budget Request is \$27,772,000 and 438 FTE, a program increase of \$1,500,000 and 15 FTE. The increase will be used to improve customer services for the recreating public and permit holders based on the results of national customer surveys conducted by BLM in 1996.

To respond to the increased public demand for greater outdoor recreational use, many western states have requested BLM to work with their local and regional travel and tourism councils to develop long range strategies for matching visitor expectations to opportunities available on public, state, and private lands. BLM will use the increased funding to work with these entities to develop alternative funding methods and revenue generation strategies to sustain the recreational services and opportunities while providing environmental education and resource protection.

Table 38. . Performance Indicators 1995, 1996, & 1997.

Performance Indicators	1995 Actual	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Wild & Scenic River Designated (#s)	30	33	33	0
Wild & Scenic River Protective Management (#s)	173	173	173	0
Wild & Scenic River Suitability (#s)	30	10	30	0
National Trails Designated (#s)	33	33	33	0
National Areas Designated (#s)	30	10	10	0
Non-fee sites managed (#s)	1,227	1,227	1,227	0

BLM administers 2,022 miles of designated national Wild and Scenic Rivers and 4,000 miles of eligible rivers. The Bureau's planning process is used to identify additional eligible sections of river making it difficult to estimate the number of future eligible miles that will occur. Congress must pass legislation to designate new Wild and Scenic Rivers.

*Justification of Program and Performance***Activity: Recreation Management
Subactivity: Recreation Operations****Table 39. Subactivity Summary.**

	1995 Actual	1996 Estimates To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	1,456	4,000	+20	-1,000	3,020	-980
FTE	24	49	0	0	49	0

→ Objectives →

The major objectives of the Recreation Operations program are to:

- sustain healthy land and water resources while providing the highest quality outdoor recreation services;
- share the responsibility for the stewardship of public lands and waterways with our partners and visitors;
- enhance fee collection capability to support management of recreation facilities, including recreation uses and maintenance of those facilities that generate fees;
- maintain sites and facilities in fee areas with emphasis on protecting the health and safety of the user, protecting the investment, enhancing the visitor's experience, and improving the collection of fees;
- monitor recreation permits to ensure compliance with appropriate laws, regulations, stipulations, terms and conditions;
- implement resource protection projects associated with fee sites and recreation permitting; and
- improve access to public lands including accessibility for people with disabilities.

→ 1997 Program →

Funds in this program are used to improve the condition of recreation facilities from which fees are collected, perform recreation facilities maintenance and provide for general operation of fee generating recreational sites. The funding comes from the fees collected for recreation use of the public lands under BLM's Recreation Permit programs in the preceding fiscal year. The *Omni-bus Budget Reconciliation Act of 1993* amended the *Land and Water Conservation Fund Act (LWCF)* and further expanded collection of recreation use fees deposited into a special account established for each agency in the Treasury of the United States. Funds deposited in the account are authorized to be made available for appropriation in the following fiscal year through the "Management of Lands and Resources" appropriation and are available until expended.

In 1993, Congress amended provisions of the LWCF Act concerning fee collection. The amendments allowed BLM to retain and spend up to 15 percent of recreation receipts collected during the current year to offset fee collection costs; assess fees for a much broader range of recreation sites; charge an entrance fees for National Conservation Areas; and charge for Federal recreation passports (Golden Age and Golden Eagle, etc.). These amendments provided the basis to increase recreation fee collections to field managers to emphasize recreation maintenance, visitor services, and improve customer satisfaction at all recreation facilities.

♦Recreation Site Operations and
Fee Collection Activities♦

The BLM operates 204 recreation sites at which fees are collected. Site operations include collecting fees, and providing visitor services to ensure voluntary compliance with the fee requirements and other regulations associated with a particular site. Volunteers are used extensively as campground hosts to collect fees, and to provide basic maintenance at many sites. The fee structure at each site is evaluated biennially to ensure that if the fees are comparable to similar sites in the surrounding area on private and other agency lands.

Scheduled and corrective maintenance at BLM fee sites, includes maintenance of buildings, shelters, water supply systems, fences, parking areas, retrofitting to accessibility standards, landscaping, parking areas, repairing water supply facilities, pumping vault toilets and dump stations, replacing or repairing broken or non-functioning facilities, and collecting trash.

♦♦Justification of 1997 Program
Changes♦♦

Table 40. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$(000)	3,020	-980
FTE	49	0

The 1997 Budget request is \$3,020,000 and 49 FTE, a program decrease of \$1,000,000. This decrease does not reflect an anticipated reduction in the amount of recreation receipts BLM will collect in 1996. At the end of 1995, BLM's recreation receipt account not only contained the 1995 collections but it also contained the balance of past year collections that had not yet been appropriated to BLM. BLM's 1996 budget request included all of funds contained in the account. Therefore, the 1997 budget request includes only the amount of receipts BLM anticipates collecting in 1996. BLM is projecting approximately a 10 percent increase in collections received in FY 1996.

Table 41. Performance Indicators 1995, 1996, & 1997.

Performance Indicators	1995 Actual	1996 Enacted To Date	1997 Budget Re- quest	Change From 1996 (+/-)
Number of Recreation Fee Sites (#s)	204	225	250	+25
Recreation Use Permits Fees Collected (\$)	860,000	877,000	894,700	+17,700
Leases Managed (#s)	88	88	88	0
Special Recreation Permit Fees Collected (\$)	1,450,000	1,4700,000	1,500,000	+300,000

Activity Summary**Activity: Energy and Minerals Management****Table 42. Activity Summary (\$000s).**

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change from 1996 (+/-)
Oil and Gas Mgt. \$	51,716	51,800	+256	0	52,056	+256
FTE	810	810	0	0	810	0
Coal Management \$	7,842	6,819	+34	0	6,853	+34
FTE	99	79	0	0	79	0
Other Mineral Resources \$	8,563	8,542	+42	0	8,584	+42
FTE	148	148	0	0	148	0
Total Dollars	68,121	67,161	+332	0	67,493	+332
Total FTE	1,057	1,037	0	0	1,037	0

◆ Authorizations ◆

The Mineral Leasing Act of 1920, as amended, (30 U.S.C. 181, et seq., 185, §28) provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain, mandates a broad spectrum of requirements for lease management, and authorizes the Secretary to determine suitability of public lands for oil and gas pipeline rights-of-way.

The Mineral Leasing Act for Acquired Lands of 1947 (30 U.S.C. 351–359) expands the provisions of the 1920 Act to include mineral resources on acquired lands.

The Federal Oil and Gas Royalty Management Act of 1982 (30 U.S.C. 1701) (FOGRMA), is a comprehensive law dealing with royalty management on Federal and Indian leases. In addition to revenue accountability, it includes provisions pertaining to onshore field operations, inspections and cooper-

ation with State and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; reinstatement of onshore leases terminated by operation of law; and a requirement that the Secretary study whether royalties are adequate for coal, uranium, and non-energy leasable minerals.

The Federal Onshore Oil and Gas Leasing Reform Act of 1987 (30 U.S.C. 226, et seq.), establishes a new oil and gas leasing system and changes certain operational procedures for onshore Federal lands.

The Combined Hydrocarbon Leasing Act of 1981 (30 U.S.C. 181, 351), permits the owners of oil and gas leases issued after November 16, 1981, to explore, develop and produce tar sands and authorizes the issuance of combined hydrocarbon leases in specified areas designated by the Department of the Interior on November 20, 1980.

The National Environmental Policy Act of 1969 (42 U.S.C. 4321, 4331-4335, 4341-4347) (NEPA), requires preparation of environmental impact statements for Federal projects which may have a significant effect on the environment.

Reorganization Plan No. 3 of 1946, §402 (60 Stat. 1099), transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

The Department of the Interior Appropriations Act for FY 1981 (42 U.S.C. 6508), provides for competitive leasing for oil and gas in the National Petroleum Reserve in Alaska (NPR-A).

The Federal Coal Leasing Amendments Act of 1976 (30 U.S.C. 201, et seq.) (FCLAA) requires competitive leasing of coal on public lands and mandates a broad spectrum of coal operations requirements for lease management.

The Act of March 3, 1909, as amended, and the Act of May 11, 1938 (25 U.S.C. 396, 396(a)) provide that lands allotted to Indians and unallotted (Tribal) Indian lands may be leased for mining purposes, as deemed advisable by the Secretary of the Interior, and authorize the Secretary to carry out the provisions of the Acts. These Acts also provide the basic mandate under which BLM supervises minerals operations on Indian Lands.

The Mining and Minerals Policy Act of 1970 (30 U.S.C. 21a) sets out the policy of fostering development of economically stable mining and minerals industries and their orderly and economic development and studying methods for disposal of waste and reclamation.

The Geothermal Steam Act of 1970 (30 U.S.C. 1001) authorizes the Secretary to issue leases for the development of geothermal resources. The Geothermal Steam Act Amendments of 1988 list significant thermal features within the National Park System requiring protection, provide for lease extensions and continuation of leases beyond their primary terms, and require periodic review of cooperative or unit plans of development.

The Materials Act of 1947, as amended (30 U.S.C. 601-604 et seq.) provides for the sale of common variety materials for personal, commercial or industrial uses and for free use for local, state, and Federal governmental entities.

The Act of March 3, 1879, as amended (43 U.S.C. 31(a)) provides for the inventory and classification of the public lands and examination of the mineral resources and products of the national domain.

♦♦Activity Description♦♦

This activity includes all facets of managing onshore oil and gas resources, coal resources, geothermal resources, other leasable mineral resources (such as potassium, sodium, uranium and phosphate), and saleable mineral materials (such as sand and gravel) activities on Federal and Indian lands. This activity does not include management of locatable minerals as managed in the Mining Law Administration Activity.

The primary objective of actions in this activity is to provide mineral resources from the public lands in a way that minimizes natural resource damage and assures a fair return for any minerals produced from public lands.

All subactivities share common work processes of resource assessment (inventory, monitoring, and economic evaluation), use authorization (leasing, operational approvals), compliance (Inspection and Enforcement), and post-use reclamation. In addition, a high degree of public contact occurs both for general minerals-related information and more technical public lands data provided to various segments of the public ranging from non-governmental organizations to local, State, and other Federal agencies, to the general public.

*Justification of Program and Performance***Activity: Energy and Minerals Management**
Subactivity: Oil and Gas Management**Table 43. Oil and Gas Management Summary.**

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$ (000s)	51,716	51,800	+256	0	52,056	+256
FTE	810	810	0	0	810	0

◆◆ Objectives ◆◆

The major objectives of the oil and gas program are to:

- support the Nation's need to have sufficient, secure, domestic reserves of energy resources, including oil and gas;
- make eligible lands available for leasing through proper planning and coordination with other agencies and the public under FLPMA and NEPA;
- make land available for oil and gas development by timely processing and issuing of leases, and by processing notices of intent (NOIs) to conduct geophysical exploration and associated rights-of-way actions within 10 days of receipt;
- ensure that applications for a permit to drill (APDs) are processed immediately after the 30-day posting period required by law;
- conduct on-site inspections of drilling, production, and abandonment protection operations to ensure compliance with lease terms regarding environmental protection, safety, resource conservation, and receipt of proper revenues due to the Federal and State governments, Indian tribes and allottees;
- conduct drainage detection reviews and analyses on Federal and Indian lands to protect Federal oil and gas resources and act on potential drainage

situations (which may involve requiring operators to drill protective wells and/or to pay compensatory royalty);

- monitor diligent development on producing, but not yet fully developed, Indian leases to ensure that appropriate actions on leases and development contracts are timely occurring;
- approve the on-site operations of lessees to ensure that operations are consistent with sound practices for the conservation of the Federal and Indian mineral resource and necessary protection of the environment and other resources;
- review and act on proposals related to Federal and Indian oil and gas operations such as unitization, communitization and gas storage agreements; and,
- eliminate adverse environmental effects from abandoned unplugged oil and gas wells.

◆◆ 1997 Program ◆◆

The onshore oil and gas program is one of the major mineral leasing programs in the Department of the Interior. At the end of 1995, more than 51,000 onshore oil and gas leases existed on Federal lands covering about 37 million acres. About 19,000 leases were in producing status. BLM is also responsible for operational management oversight of about 4,200 producing leases on Indian lands, supervision of drilling on non-producing leases, and advising BIA and Indian tribes and allottees on

leasing matters. Interest in this program is widespread, except in the states of Alaska, Arizona, Idaho, and Oregon.

During 1994, a performance review of the oil and gas program was conducted. This review included consultation with employees, industry, Native Americans and environmental groups. It looked at all aspects of BLM's oil and gas program both on Federal and Indian lands. Because of the review, in 1995 and continuing into 1996, BLM operated several laboratories to decide if permanent program changes are feasible. Regulation streamlining is another aspect of the NPR process that will be carried out over the next several years. A REGO II proposal would transfer inspection and enforcement responsibilities to State government and tribes. In concert with potentially affected parties, a final report on the feasibility of this transfer will be completed in 1996.

The BLM oil and gas program generates receipts from filing fees, bonuses, rentals and royalty payments. In 1995, BLM received approximately \$90 million in receipts from filing fees, bonuses, and rental with an additional \$568 million from royalties. Revenues generated by Federal oil and gas leases are expected to be approximately \$540 million in 1997.

All receipts from Federal leasing (except filing fees) are divided among the Treasury, the Reclamation Fund, and the States or counties in which the leased lands are located. Receipts from Indian leases go directly to the Indian mineral owner. Lease operations, which include approval and inspection functions performed by BLM on all active Federal and Indian leases, are an important element in ensuring that proper royalty payments are made. A part of this function involves production accountability inspections.

♦Leasing Systems and Prelease Workload♦

Oil and gas leasing is done under both competitive and noncompetitive procedures. Current leasing procedures were established by the *Federal Onshore Oil and Gas Leasing Reform Act of 1987* (30 U.S.C. 226, et seq.).

Pursuant to the Leasing Reform Act, all lands available for a lease must first be offered on a competitive basis before becoming available for noncompetitive leasing. BLM offers available land for competitive leasing by holding quarterly lease sales in most BLM State offices. Leasing efforts will continue to be concentrated in those areas where completed land use planning is in strict conformance with the Oil and Gas Supplemental Planning Guidelines and therefore less vulnerable to legal challenge. Where interest is low, leasing activities will be minimal. Competitive leases require a \$2 per acre minimum bid. If there is no competition for the lease, those lands become available for a noncompetitive lease for two years to the first qualified applicant. If they are not leased after two years, the lands must be offered again for competitive leasing before becoming available for noncompetitive leasing. *The Energy Policy Act of 1992* set the primary term of all leases at 10 years.

Prelease activities also include the following: monitoring permits for geophysical exploration, determining the resource value of onshore oil and gas lands to be offered for exchange or conveyance, adjudicating lease offers, and land use planning.

The BLM plans to hold about 30 competitive lease sales in 1996, consisting of approximately 6,000 parcels. This should result in issuing 2,000 leases for about 1.2 million acres. Noncompetitive leasing should also comprise about 1.7 million acres, resulting from a total of approximately 2,500 lease offers, with about 1,400 leases being issued.

♦Post-Lease Work♦

While leasing is a discretionary action, post-lease actions are mostly mandatory workloads to ensure compliance with the lease terms, to protect other resources present, and to permit the lessee to use the rights contained in the lease. Actions associated with issued leases include review and approval of APDs, review and approval of lease adjustments (including assignments and transfers), approval of unit and communitization agreements, and other operator proposals. In 1997, BLM expects to process 2,300 APDs, 1,000 unitization and

communitization agreements and actions, and 25,000 lease adjustments.

♦Stripper Well and Marginal Well Policies♦

BLM is seeking to encourage and sustain domestic energy production and help to avert premature abandonment of low producing wells, due to price fluctuations.

The BLM promulgated regulations, effective September 10, 1992, which set forth conditions allowing a reduction in the royalty rate on 15,000 stripper oil wells (wells producing less than 15 barrels per day). This action is intended to keep stripper wells in production, bring shut-in wells back on line, and to help promote the stability of jobs and services in the domestic oil industry—with the least environmental impact. It will also provide an economic incentive to carry out enhanced oil recovery projects. At the end of a 5-year test period, the program will be reviewed and then continued, modified or ended. If the price of oil averages \$28 per barrel for six consecutive months, the program could also be ended.

♦Drainage Review and Protection♦

The BLM annually screens nearly all onshore wells drilled in the United States to decide whether a potential drainage situation exists. A potential drainage situation exists when a producing well is withdrawing oil and/or gas from beneath adjacent Federal or Indian lands (leased or unleased) whenever that well is located on: (1) State or privately owned lands, (2) Federal or Indian lands where the revenues from the well are distributed differently from those of the adjacent Federal or Indian acreage, or (3) Federal or Indian lands which are subject to a lower royalty rate than that of adjacent Federal or Indian lands. About 10 per cent or 200 cases annually are identified as potential drainage situations and are subjected to additional review to find out whether actual drainage is occurring. Of those reviewed in detail, current statistics show that approximately 10 percent will result in actual drainage cases. BLM has a "maintenance level" of approximately 3,000 cases.

♦Inspection and Enforcement Activities♦

To fulfill the Secretary's responsibilities under *The Federal Oil and Gas Royalty Management Act Of 1982* (FOGRMA) for enforcing regulations governing mineral leasing on Federal and Indian lands, BLM developed its oil and gas inspection and enforcement (I&E) strategy. This strategy involves establishing priorities based on the following criteria: potential for significant revenue losses; operator compliance profiles; potential for significant environmental degradation or hazard to public health and safety or to other natural resources such as fresh water or coal; and legal, regulatory or other mandatory requirements for inspection.

In 1996, at least one on-site inspection will be scheduled for each high priority producing lease. The remaining producing leases will be inspected at least once every three years. Inspections will also be scheduled at the request of MMS's royalty management staff. Inspection of meters at wellhead locations ensures that accurate measurements of production are made for subsequent royalty assessment and collection purposes.

Besides production inspections mandated by FOGRMA, the BLM conducts drilling, abandonment, and other inspections authorized by regulations under the Mineral Leasing Acts. These inspections are needed to ensure that lessees meet regulations, orders, lease terms and approved plans.

♦Indian Lands♦

The BLM has certain responsibilities related to oil and gas operational actions on Indian lands. The BLM role before a lease sale on Indian lands is purely advisory. While BLM may make recommendations concerning economic and other resource evaluation matters, pre-sale activities are carried out almost exclusively by the Bureau of Indian Affairs and the individual Indian Nations. When requested, BLM provides recommendations on high bid acceptability.

BLM's role is different after a lease is issued, and exploration, development, and production take place. Post-lease operations are approved and

supervised by BLM, usually with full Tribal authority for approval of development activities and/or notification of the noncompliance to the operator. Other determinations (e.g., recommendations concerning establishment of unit agreements) are normally accepted, but the Indian Nations retain the right to decide.

The BLM conducts diligent development reviews of all producing but not fully developed Indian leases. These reviews entail an analysis of the development and production plans of the operator to ensure that wells are drilled until the lease has been fully developed. Indian diligence had been characterized as a material weakness. However, BLM made corrective action and the program is now considered an effective component of our operations.

Inspection and enforcement work on Indian leases is conducted both by BLM and through cooperative agreements with Tribes. Section 202 of FOGFMA authorizes the Federal government to enter into cooperative agreements with Indian Tribes to augment the Federal oil and gas inspector force. BLM has five such agreements funded and in effect with the following nations: Navajo, Ute Mountain Ute, Southern Ute, Blackfoot, and Jicarilla Apache. In 1996, the number of producing leases covered by the agreements was about 1,060. BLM's redesigned nationwide inspection and enforcement strategy includes inspections of Indian leases with emphasis on production accountability. Under the REGO II initiative, BLM is encouraging tribes to do their own inspections.

Table 44. Oil and Gas Management—Performance Indicators: 1995, 1996, 1997.

Workload Measure	1995 Actual (rounded)	1996 Policy Estimate	1997 Budget Request	Change From 1996 (+/-)
Noncompetitive leasing (# leases issued)	1,320	1,300	1,300	0
(# applications processed)	2,500	2,500	2,500	0
Competitive leasing (# parcels offered)	6,600	6,000	6,000	0
Lease operations (# APDs processed)	2,300	2,100	2,100	0
Drainage Protection Cases (# retired)	1,900	1,800	1,900	-100
I&E (# inspections performed)	16,500	16,500	16,500	0

Justification of Program and Performance

Activity: Energy and Minerals Management

Subactivity: Coal Management

Table 45. Coal Management Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$ (000s)	7,842	6,819	+34	0	6,853	+34
FTE	99	79	0	0	79	0

◆◆ Objectives ◆◆

The major objectives of the coal management program are to:

- conduct inspection and enforcement and production verification activities on Federal and Indian lands as mandated by various statutes following applicable regulations, policies, and guidelines. Monitoring for proper royalty and for trespass detection is a part of the inspection and enforcement responsibility;
- support national energy and mineral availability by providing mineral resources through processing coal lease applications for production maintenance and prevention of bypass of Federal coal, by processing lease applications submitted for new mining operations, and by processing of outstanding preference right lease applications (PRLAs);
- ensure continued collection of resource information from private industry exploration by processing coal exploration licenses and exploration plans;
- timely process operations actions (readjustments, royalty reduction, logical mining unit (LMU) applications, cancellations, terminations, assignments and conveyances, relinquishments, modifications, and suspensions);
- ensure compliance with legal and regulatory requirements relating to mining plans, diligent

development, continued operations, advance royalties, and lessee qualification criteria;

- ensure that proper lease, permit, license, and contract bonds are established following existing regulations, policies, and guidelines;

- provide appropriate technical assistance to Indian Tribes and the Bureau of Indian Affairs on coal operations responsibilities; and,

- continue the operation of Regional Coal Teams and the Federal/State Coal Advisory Board as the forums for coordinating and guiding coal leasing activities, to include reviewing lease applications, the mode of leasing, and, if appropriate, establishing long range planning schedules.

◆◆ 1997 Program ◆◆

BLM manages about 33 percent of all coal resources in the United States and indirectly affects the use of at least an additional 10 percent. Approximately 60 percent of Western coal is Federally owned and an additional 20 percent is managed or affected by the Federal Government. As of September 30, 1995, there were 416 Federal coal leases in force covering about 603,000 acres of Federal lands or subsurface mineral ownership. There were 103 producing Federal leases at the end of 1995. Production from these leases amounted to 323,560,000 tons and generated \$300,102,840 in non-Indian Federal royalties. In 1997, royalties are expected to be about \$319 million. Coal produced from the Powder River Basin, one of the major coal-producing areas

on BLM-administered lands provides electricity for 29 states.

♦Coal Leasing♦

Although BLM responds to industry demand for leasing of Federal coal, leasing is a discretionary program and specific regulatory requirements must be followed before a lease sale is held and a lease can be issued. In 1986, after completion of a program review, the Secretary of the Interior decided to retain the coal leasing program existing then with certain revisions. The coal leasing program continues to follow the revised procedures adopted then.

At present, Federal coal leasing relies solely on the Lease by Application (LBA) process in which the initiative to lease is taken by industry, instead of relying on regional lease sales undertaken at the Department's initiative. Although the regions have decertified in response to recommendations by the respective Regional Coal Teams (RCT), the various RCTs continue to advise BLM on coal leasing activities and policies. RCT membership includes the Governor (or a representative) from each state in the coal region.

After reduced coal leasing from 1984 to 1990 in response to reduced demand, a modest renewal of industry interest in leasing is occurring. This is evidenced by the 24 lease applications that are now in various stages of processing in preparation for competitive lease sales. Additional applications are anticipated.

During 1995, we issued 7 competitive coal leases covering over 13,000 acres and received about \$26 million in bonus bids.

As of September 30, 1995, a total of 27 coal preference right lease applications (PRLAs) remain to be processed. Processing of these remaining PRLAs is labor intensive. Although a low priority workload, work will continue in an attempt to complete the necessary work leading to final decisions.

♦Coal Operations♦

The coal operations workload is a mandatory workload to administer existing leases. This includes all exploration and development activities that occur on Federal and Indian lands after the issuance of a coal license or lease, including: exploration, development and production, inspection and enforcement, production verification, and conservation of the resource through oversight of diligent development, bonding, and resource recovery and protection plan (R2P2) approval on Federally-owned coal.

The continuing increase in the BLM's coal operations workload is a result of the increasing number of Federal coal leases becoming subject to provisions of the FCLAA and associated regulations (43 CFR Group 3400). Since lease readjustments occur on the 20th anniversary of pre-1976 leases, and every 10 years thereafter, the operations workload to ensure statutory and regulatory compliance continues to increase, even if few new leases are issued.

This workload also includes activities such as field verification of compliance with applicable laws, regulations, terms and conditions of approved leases and licenses, and reviews of plans for exploration and associated reclamation, mining, processing, resource recovery and protection, and abandonment.

In addition, BLM is responsible for operations on Indian tribal and allotted lands. The Office of Surface Mining Reclamation and Enforcement (OSMRE), and those State agencies delegated OSMRE's functions, are responsible for administering the *Surface Mining Control and Reclamation Act of 1977* (SMCRA). However, the BLM will enforce SMCRA requirements in cases of an emergency or where a situation presents an imminent danger to the resource or human life.

♦Inspection and Enforcement Activities♦

BLM does inspection and enforcement on both non-producing and producing coal leases. BLM conducts annual inspections on all nonproducing coal leases.

This on-the-ground inspection is required to detect if unauthorized activities (drilling, exploration, trespass, or production) are occurring. Authorized activities on such leases that fall short of actual production (e.g., exploration and baseline environmental work) under approved plans are inspected more frequently.

BLM conducts quarterly inspections, and quarterly independent production verifications on producing Federal and Indian coal leases to ensure that revenues from leases are accurately reported; that production is continuing following the approved R2P2, the lease terms, law, and regulations; and that the correct royalty rate is being applied.

Emphasis continues to be placed on: 1) enhanced inspection and enforcement activities on Indian and Federal producing leases, and 2) independent calculation of production and production verification.

Table 46. Coal Management—Performance Indicators: 1995, 1996, 1997.

Workload Measure	1995 Actual (rounded)	1996 Policy Estimate	1997 Budget Request	Change From 1996 (+/-)
Competitive leasing (# parcels offered)	7	7	7	0
I&E (# inspections performed)	800	800	800	0

Justification of Program and Performance
Activity: Energy and Minerals Management
Subactivity: Other Minerals Resources

Table 47. Other Mineral Resources Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$ (000s)	8,563	8,542	+42	0	8,584	+42
FTE	148	148	0	0	148	0

◆ Objectives ◆

The other mineral resources program includes BLM's management of geothermal, mineral materials, non-energy leasable minerals, leasable uranium, and oil shale resources on Federal lands.

The objectives of this program are to:

- ensure the availability of and meet the demand for certain mineral resources from the public lands and other jurisdictional lands while protecting associated environmental values;
- ensure compliance with the Federal and Indian mineral leasing laws, and the *Materials Act of 1947*, by carrying out the regulations contained in 43 CFR §§ 3200, 3500, 3600 and 25 CFR 216;
- ensure judicious use of public resources by preparing and reviewing mineral classifications of Known Leasing Areas (KLA) and Known Geothermal Resource Areas (KGRA), geologic reports, economic evaluations, and by providing resource assessment data to support land-use planning and environmental analysis, disposal and leasing related actions;
- issue appropriate authorizations (permits, contracts, leases, and licenses), including preparation of environmental documentation, for extracting mineral resources from the public lands, and under specific authorities, from Acquired Lands;
- complete timely operations actions (readjustments, renewals, royalty reduction applications, cancellations, relinquishments, modifications, assignments, conveyances, and suspensions);
- ensure that lease, permit and contract bonds are established;
- conduct a nationally uniform inspection and enforcement program (including production verification) of industry operations to ensure lessee and permittee compliance with terms of the authorization and to assure that proper payments are made on Federal and Indian Lands;
- investigate unauthorized use of mineral materials and act accordingly when trespass occurs;
- conduct hydrologic monitoring of the two suspended prototype oil shale lease tracts (C-a and C-b) in Colorado; continue compliance monitoring of the two relinquished oil shale lease tracts (U-a and U-b) in Utah.
- ensure that mine abandonment and reclamation activities are conducted following applicable statutes, regulations, and requirements, including guidance for uranium from the International Atomic Energy Agency; and
- provide technical assistance to Indian tribes, native (Indian) allottees, and the Bureau of Indian Affairs, in the review of Indian land mining operations responsibilities.

♦♦ 1997 Program ♦♦

The BLM's other mineral resources program provides for the management of geothermal resources, mineral materials, oil shale, leasable uranium, and non-energy leasable minerals such as potassium, phosphorus, and sodium, and their compounds such as potash, phosphate and trona.

Table 48. 1995 Other Mineral Resources Production and Royalties.

Commodity	Tons	Royalty (\$)
Phosphate	5,940,000	5,264,000
Potash	1,947,000	2,960,000
Sodium (inc. Trona)	6,350,000	22,510,000
Lead/Zinc	285,000	3,800,000
Other Minerals	3,238,000	1,005,000
Subtotal	17,760,000	35,539,000
Geothermal	≈ 1150 (Mw)	21,700,000
Saleable Sand & Gravel (yd ³)	13,458,000	4,012,000
Total	N/A	\$61,251,000

Note: Federal lands only. Does not include Indian Lands.

Federal lands contain 60 percent of the known or prospective geothermal resource areas of the United States. Total acreage covered by Federal geothermal leases is slightly less than one million acres.

Total electrical generation capacity from Federal leases has grown considerably since production began in 1980. Current power plant capacity is sufficient to meet the needs of a population the size of San Francisco and Oakland combined. Additionally, there are several direct-use geothermal operations continuing on Federal lands.

The *Mineral Leasing Act of 1920* and the *Mineral Leasing Act for Acquired Lands of 1947* provide that potassium, sodium, sulfur, and other specified minerals (the non-energy leasable minerals) from public lands and Acquired Land are to be leased rather than located under the General Mining Laws. These Acts also provide a statutory mandate for operational activities related to leases. BLM manages mineral resources of these types in 24 states.

Uranium leasing operations managed by BLM are located primarily on Indian lands in New Mexico and Washington. BLM's emphasis in 1997 will continue to focus on reclamation of abandoned and

existing sites. The Bureau of Indian Affairs is the leasing entity and office of record for leases on Indian Lands.

The public lands are an important source of building stone, pumice, clay, sand, gravel, and common borrow materials used for construction work and in energy and other industrial development. The *Materials Act of 1947, as amended*, authorizes BLM to dispose of mineral materials by sale to the public, and at no charge to qualified governmental entities for use in highway and other public projects.

Demand for these commodities is increasing, especially in the western urban areas where federally owned materials are the closest source of such materials needed for construction projects that contribute to the growth of cities such as Phoenix and Las Vegas.

♦ Use Authorization and Leasing ♦

BLM issues the appropriate authorizations (permits, contracts, leases, and licenses) for extraction of these resources, and is responsible for doing mineral resource assessments and classifications in support of leasing geothermal and non-energy minerals on public lands, National Forest System lands, and other lands in which the Federal government owns part or all of the mineral estate, and where the lands are open to leasing. This includes ensuring compliance with the requirements of the National Environmental Policy Act. BLM does other actions (readjustments, renewals, royalty reduction applications, cancellations, relinquishments, modifi-

Table 49. Other Mineral Resources Leases, Sales Contracts, and Prospecting Permits (as of September 30, 1995).

Commodity	Leases/Sales	Prospecting Permits
Potassium	205	10
Phosphorus	133	8
Sodium	108	3
Lead/Zinc	36	11
Geothermal	400	N/A
Other	51	69
Subtotal	933	101
Saleable Sand and Gravel	2,400	N/A

Note: Federal lands only. Does not include Indian Lands.

cations, assignments, conveyances, and suspensions) as part of use authorization.

In addition, the BLM is responsible for management of all solid mineral leases on Indian lands. This responsibility includes sand and gravel, when tribes authorize removal through a lease. Responsibility includes approval of plans of operations as well as inspection and enforcement activities at the same level as for leases issued for federal lands. During 1997, BLM will provide the same level of service.

Currently, demand for uranium leasing on acquired and Indian land is low. No oil shale leases are planned to be issued in 1997.

Geothermal

The Geothermal program is concentrated in the states of California, Nevada, Oregon, and Utah, with minor activity in Idaho and New Mexico. Leasing for geothermal resources and non-energy leasable minerals is done under both competitive and noncompetitive procedures. Lands classified as Known Geothermal Resource Areas (KGRAs) and Known Leasing Areas (KLAs) are leased competitively.

Noncompetitive geothermal leases are issued to the first qualified applicant for available land not designated as a KGRA. In 1997, BLM expects to process about 50 noncompetitive lease applications for geothermal resources.

The continued development of existing geothermal leases in producing areas, especially California and Nevada, remains strong. Estimated 1997 royalties from geothermal operations are expected to be \$18,000,000.

The *Geothermal Steam Act Amendments of 1988* mandates protection of significant thermal features that involve in-depth geologic analysis of the geothermal resource, and significant levels of interagency coordination with the National Park Service, the Geological Survey and other agencies. BLM continues to analyze carefully and to cooperate closely with other agencies when considering geothermal leasing in areas near, but not in, "Significant Ther-

mal Features" listed in §115 of the *Department of the Interior and Related Agencies Appropriations of 1987*, and the *Geothermal Steam Act Amendments of 1988*.

During 1997, BLM will do reviews of nonproducing geothermal leases to ensure that diligent exploration expense (DEE) requirements have been met. Failure to pay the additional rental or complete the minimum DEE requirements subjects the lease to cancellation.

Sodium Leasing

The Sodium Leasing program is concentrated in the states of California, Colorado, New Mexico, Utah, and Wyoming. Sodium is produced from both solid deposits (trona) and liquid brines. BLM expects the number of sodium leases to remain relatively constant through at least 1997. Interest in high quality sodium compounds (trona) deposits in Wyoming may generate one or more competitive sales during the year.

Mineral Materials

Public lands are an important source of building stone, sand, gravel, and common borrow materials used for construction work and in energy and other industrial development. The *Materials Act of 1947, as amended*, authorizes BLM to dispose of mineral materials by sale to the public, and at no charge to qualified governmental entities for use in highway and other public projects. Demand for these commodities is increasing, especially in the western urban areas where federally owned materials are the closest source of such materials needed for construction projects that contribute to the growth of cities such as Phoenix and Las Vegas.

Mineral materials found on the public lands are sold, both competitively and noncompetitively. BLM conducts assessments and appraisals of the value of mineral materials before disposal of mineral materials from the public lands. In addition, free-use disposals are made to Federal, state and local governmental units for public projects.

At the 1997 level, BLM plans to process an estimated 2,000 material sales or free use permits for

mineral materials. Also, 45 nonexclusive use sites for mineral materials would be designated.

♦*Inspection and Enforcement and
Production Verification*♦

The Department's FOGRA §303 Report, committed BLM to an expanded role in inspection and enforcement (I&E), and production verification. Emphasis continues to be placed on enhanced I&E activities for producing Federal and Indian leases, licenses, and permits, including independent verification of production.

I&E actions, including independent production verifications, by policy, are intended to be conducted at least quarterly to ensure that all revenues from producing Federal and Indian leases are accurately reported, that operations proceed following the approved mine plan, and that the correct royalty rate is being applied. Annual on-the-ground inspections of nonproducing non-energy mineral leases, licenses, contracts, and permits are required. At the 1997 level, BLM can conduct approximately 4,450 inspections of geothermal, non-energy mineral leases and mineral material sales.

Mineral material permits and contracts are inspected to verify production and evaluate compliance with NEPA and other requirements. When routine compliance inspections, or other information, show the unauthorized removal of mineral materials, BLM investigates the alleged minerals trespass and takes necessary action to resolve these cases.

In 1997, emphasis in mineral materials I&E actions will be to ensure accurate accounting for the mineral materials removed. The number of inspections will be based on volume produced, with larger operations being inspected more frequently. This will help to prevent the loss of Federal revenues by deterring illegal removals. BLM expects to be able to close 60 mineral materials trespass cases in 1996.

♦*Oil Shale*♦

BLM will continue to monitor the two prototype oil shale lease sites in Colorado to ensure degradation of groundwater does not occur. In addition, compliance monitoring of the two oil shale tracts in Utah will continue, on which the leases were relinquished in 1986.

Table 50. Other Mineral Resources Program Workload Accomplishments, 1995, 1996, 1997.

Workload Measure	1995 Actual	1996 Policy Estimate	1997 Budget Request	Change From 1996 (+/-)
Prelease notices/prospecting permits (# issued)				
• Non-energy minerals	107	100	110	+10
Noncompetitive lease applications (# issued)				
• Geothermal	3	45	50	+5
Competitive leases (# issued)				
• Geothermal	0	8	10	+2
• Non-energy minerals	0	6	7	+1
Material sales/free use permits (# issued)	2,680	1,800	2,000	+200
Mineral materials nonexclusive use site designations (# completed)	32	55	60	+5
Mineral materials trespass (# cases closed)	44	55	60	+5
Inspection and enforcement (# of inspections)				
• Geothermal	450	400	450	+50
• Non-energy minerals	995	900	995	+95
• Mineral materials	2,330	2,000	2,330	+330

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Activity Summary

Activity: Alaska Mineral Assessment

Table 51. Activity Summary (\$000s).

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable and Related Changes (+/-)	Program Changes	1997 Budget Request	Change from 1996 (+/-)
Alaska Mineral Assessment \$	0	2,000	+10	0	2,010	+10
FTE	0	19	0	0	19	0
Total Dollars	0	2,000	+10	0	2,010	+10
Total FTE	0	19	0	0	19	0

♦♦ Authorizations ♦♦

The Alaska National Interest Lands Conservation Act of 1980, (16 U.S.C. 3150, §1010) (ANILCA), requires mineral assessments of all Federal lands in Alaska.

An Act Making Appropriations for Fiscal Year 1996 to Make a Downpayment Toward a Balanced Budget, and for Other Purposes, P.L. 104-99, §123, January 26, 1996, provided authority for all activities necessary to effect the transfer of the mineral assessment function from the Bureau of Mines to "Management of Lands and Resources" under the Bureau of Land Management.

Secretarial Order 3196, January 19, 1996, transferred the functions of the former U.S. Bureau of Mines concerning mineral assessments on public lands in Alaska to the Bureau of Land Management.

♦♦ Activity Description ♦♦

The major objectives of the Alaska Mineral Assessment program are to:

- ① assess mineral resources on Federal lands in Alaska to help identify the full range of land-use management alternatives and policy options;
- ② in Alaska, help ensure effective public and private mineral supply decisions through reliable cost analyses of alternate sources of mineral supply, mineral extraction technologies, and policy scenarios;
- ③ develop cost effective techniques to characterize the environmental hazards associated with wastes from past mining and minerals processing operations in Alaska; and,
- ④ provide economic minerals data and analyses used for land-use planning and management of natural resources on Federal lands in Alaska.

♦♦ 1997 Program ♦♦

♦Mineral Land Assessment♦

BLM plans to continue an assessment of industrial minerals on the Kenai Peninsula, Alaska, in cooperation with other State and Federal agencies. This project was started in 1996 and is scheduled to be completed in 1998.

In support of the US Forest Service, the mineral land assessment of the Chichagof Mining District in southeastern Alaska will continue. This assessment was begun in 1995 and will be completed in 1997.

A mineral land assessment of the Kupreanof/Petersburg Mining Districts will begin in 1997 and continue through 1999.

Efforts to provide minerals information and economic analysis in support of land management issues on public lands within Alaska will continue in 1997. Efforts in 1996 focused on cooperative investigations of mineral development potential on Native-selected land in National Park System units.

♦Abandoned Mine Lands♦

An inventory and prioritization of abandoned and inactive mine hazards in southeastern Alaska was begun in 1995 and will continue in 1997.

In support of the National Park Service, investigations of abandoned mine hazards on Native-selected lands within the park system was conducted in 1996 and will continue into 1997.

Table 52. Alaska Mineral Assessment— Performance Indicators: 1995, 1996, 1997.

Workload Measure	1995 Actual	1996 Policy Estimate	1997 Budget Request	Change From 1996 (+/-)
Mineral Land Assessment (000s acres)	1,200	1,600	1,600	0
Abandoned Mine Assessments (# completed)	54	52	50	-2

Activity Summary**Activity: Realty and Ownership Management****Table 53 Activity Summary (\$000s)**

Subactivity	1995 Actual	1996 Estimate to Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
Alaska Conveyance	\$ 31,346	29,981	+144	-2,000	28,125	-1,856
FTE	320	299	0	-20	279	-20
Cadastral Survey	\$ 12,317	11,000	+53	0	11,053	+53
FTE	197	176	0	0	176	0
Lands and Realty	\$ 28,855	28,386	+136	0	28,522	+136
FTE	504	500	0	0	500	0
Total Dollars	72,518	69,367	+333	-2,000	67,700	-1,667
Total FTE	1,021	975	0	-20	955	-20

♦♦ Authorizations ♦♦

The *Alaska Native Claims Settlement Act of 1971 (ANCSA)* (43 U.S.C. 1612) requires the survey of Alaska Native lands for conveyance to Native corporations and individuals.

The *Alaska Statehood Act, as amended (48 U.S.C. Chap. 2 note)* requires the survey of lands for conveyance to the State.

The *Alaska National Interest Lands Conservation Act of 1980 (ANILCA)* (16 U.S.C. 3101 *et seq.*) requires maps and legal descriptions for certain areas.

43 U.S.C. 2 provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the public lands, or in anyway respecting such public lands; and also, as relates to private claims of land and the issuing of patents for

all grants of land under the authority of the Government.

43 U.S.C. 52 provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked all base and meridian lines, through such points and perpetuated by monuments; that all private land claims shall be surveyed after they have been confirmed; and that he shall transmit general and particular plats of all lands surveyed to such officers as he may designate.

The *Federal Land Policy and Management Act of 1976, (FLPMA)* (43 U.S.C. 1701 *et seq.*) authorizes the management of the public lands on a multiple-use basis; provides for management of the public lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also requires preparation and maintenance of an inventory of public lands resources and

other values on a continuing basis and compliance with applicable State and Federal air and water pollution control laws, and authorizes the following functions:

- 43 U.S.C. 1711, 1738, to prepare and maintain inventories of all public lands and resources; authorizes the delineation of boundaries of the Federal Interest lands (those in which the Federal government has right, title, or interest);

- 43 U.S.C. 1712(d), to review land classifications in the land use planning process. Also affirmed is the Secretary's discretion to modify or terminate any such classification when the action taken is consistent with the BLM's land use plans. These actions are commonly referred to as modifications or terminations of classifications;

- 43 U.S.C. 1713, to sell a tract of public lands if the sale of such tract meets certain disposal criteria;

- 43 U.S.C. 1714(l), to make, modify, extend or revoke withdrawals in the normal course of business. These revocation actions do not require Presidential or Congressional review and include withdrawals sought to be revoked prior to the passage of FLPMA 204(l) or to permit a subsequent action taken in the ordinary course of business. These actions are commonly referred to as revocations or modifications of withdrawals;

- 43 U.S.C. 1714(l), to review certain withdrawals in the 11 western States by October 1991 to determine whether and for how long existing withdrawals should be continued. Under this authority, the Secretary may terminate withdrawals only upon recommendation of the President and following review by Congress. These actions are commonly referred to as withdrawal reviews;

- 43 U.S.C. 1715, 1716, provides authority for acquisition of lands or interests in lands when it is consistent with the mission of the Department and with land use plans (§205); in exercising this authority, appropriations from the Land and Water Conservation Fund (LWCF) may be used to purchase lands which are primarily of value for outdoor

recreation purposes (§318(d) of FLPMA); to exchange public lands if the public interest will be well-served by making that exchange; The Federal Land Exchange Facilitation Act of 1988 (43 U.S.C. 1716) amends FLPMA to provide for the streamlining of Federal land exchange procedures;

- 43 U.S.C. 1719, to convey Federally-owned mineral interests to the surface owner;

- 43 U.S.C. 1721, to convey omitted public lands to a qualified occupant if it is in the public interest to do so;

- 43 U.S.C. 1731, 1732, provides authority for the maintenance of facilities required for the protection, development, and management of lands and resources; directs that public lands be managed to protect scenic, historical, and archaeological values, manages the use, occupancy, and development of the public lands through leases and permits, and requires land use planning; contiguous unreserved and unappropriated public lands (not to exceed 2,560 acres) for a public airport;

- 43 U.S.C. 1733, 1734, 1740, to protect and manage public lands against willful and knowing violation of regulations, including trespass, authorizes the Secretary to designate Federal personnel to carry out law enforcement responsibilities and/or enter into agreements with local officials to assist, and authorizes collection of service charges to finance the costs of certain applicant related activities; and

- 43 U.S.C. 1761-1771, 1782, provide for outdoor recreation and human occupancy and use, to determine the suitability of public lands for rights-of-way purposes (other than those for oil and gas pipelines) and to specify the boundaries of each right-of-way, and for prevention of unnecessary or undue degradation of the public lands.

The Desert Land Act of 1877 (43 U.S.C. 321-323) provides authority to reclaim arid and semi-arid public lands of the western States through individual effort and private capital.

The Taylor Grazing Act of 1934 (43 U.S.C. 315) authorizes the Secretary to classify lands within grazing districts or lands withdrawn by Executive Orders 6910 and 6964, and to open lands to certain types of entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands are not permitted before classification and opening.

The Act of August 30, 1949, as amended (43 U.S.C. 687(b)) authorizes the Secretary to dispose of public lands and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.

The Act of May 24, 1928, as amended (49 U.S.C. App. 211–213) authorizes the Secretary to lease contiguous unappropriated public lands (not to exceed 2,560 acres) for a public airport.

Section 516 of the Airport and Airway Improvement Act of 1982 (49 U.S.C. 2215) authorizes conveyance of lands to public agencies for use as airports and airways.

The Eagle Act of February 28, 1958 (43 U.S.C. 156) provides that withdrawals for the Department of Defense for more than 5,000 acres shall be made by Congress.

The Recreation and Public Purposes (REPP) Act of 1926, as amended (43 U.S.C. 869) authorizes the Secretary to classify public lands for lease or sale for recreation or public purposes. *The REPP Amendment Act of 1988* provides that suitable public lands may be made available for use as solid waste disposal sites, in a manner that will protect the United States against unforeseen liability.

The Burton–Santini Act, Public Law 96–586 (94 Stat. 3381) authorizes and directs the Secretary to sell not more than 700 acres of public lands per calendar year in and around Las Vegas, Nevada; the proceeds of which are to be used to acquire environmentally sensitive lands in the Lake Tahoe Basin of California and Nevada.

The Zuni Act, Public Law 98–408, (98 Stat. 153) authorizes the Secretary to acquire, through pur-

chase or exchange, certain private land and to convey such land to the Zuni Indian Tribe for religious purposes.

The Federal Power Act of 1920, as amended (16 U.S.C. 818, §24) allows other uses of Federal waterpower withdrawals with Federal Energy Regulatory Commission approval.

Indian Self Determination And Education Assistance Act (P.L. 93-638) (ISDA) provides for non-competitive contracts, grants, or cooperative agreements entered into between a tribal organization and the Federal government for the planning, conduct and administration of programs which enhance Indian educational achievement or provide other Federal services more responsive to the needs and desires of those communities.

The National Trails System Act of 1968, as amended (16 U.S.C. 1241–1249) establishes a National system of trails and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes or sold, with the receipts to be deposited in the Land and Water Conservation fund.

The Wild and Scenic Rivers Act, as amended (16 U.S.C. 1277, §6(d)) authorizes the Secretary to exchange or dispose of suitable Federally-owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.

♦♦ Activity Description ♦♦

This activity includes all facets of managing and processing of authorizations and compliance for realty actions and rights of way (including Alaska), administration of land title records, appropriate Geographic Sciences Support and oversite (maps, site plans, data) and all costs of performing cadastral surveys. Also included is accomplishing title transfers including associated cadastral survey costs to the State of Alaska, Native corporations, and individual Natives through the Patent Plan Process.

The primary objective of actions in this activity are to provide lands, realty, and cadastral survey services and data to the public, State, local and other Federal agencies on the public lands in a manner that fosters the health of the land, minimizes natural resource damage, and assures that the public receives an appropriate return for any commercial ventures profiting from public lands resources.

Alaska Conveyance and Lands/Realty subactivities share common work processes of use authorization (leasing and permitting), and compliance (permit administration and enforcement). In addition, a high degree of public contact occurs with public lands data being provided to various segments of the public ranging from non-governmental organizations to local and State, and other Federal agencies to the general public.

Justification of Program and Performance

Activity: Realty and Ownership Management

Subactivity: Alaska Conveyance

Table 54. Activity Summary.

	1995 Actual	1996 Estimates to Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	31,346	29,981	+144	-2,000	28,125	-3,221
FTE	320	299	0	-20	279	-41

◆◆ Objectives ◆◆

The major objectives of the Alaska lands program are to:

- utilize the Patent Plan Process (PPP) to fulfill land entitlements to Native corporations and the State of Alaska by completing adjudication of and patents of lands and by issuing certificates (land titles) to qualified Alaska Native allotment applicants upon survey;
- conduct land exchanges, as required by Congress and in support of other Federal agencies, to improve the overall land management pattern for the Department of the Interior in Alaska;
- continue the transfer of land for the Alaska Railroad and Alaska Townsite programs;
- manage easements reserved under ANCSA, and continue priority implementation of the ANCSA §17(b) Easement Management Program;
- support the development of Automated Land and Mineral Records System (ALMRS) to meet the needs of Alaska conveyance and land management programs, and implement the Bureauwide ALMRS initiatives;
- continue a program of inventory, recordation and abatement of realty trespasses in Alaska;

• assist and cooperate with the State of Alaska to resolve final State selections, entitlement issues, and matters of common interest; and

• provide leadership and assistance to ANCSA Native corporations in matters of common interest, finalizing land entitlements, prioritizing land selections, resolving under selections, and completing the transfer of priority lands.

◆◆ 1997 Program ◆◆

BLM's Alaska Lands workload is multi-faceted with many mandates that affect the management of approximately 90 million acres of land in the State of Alaska by BLM. Program emphasis is on accelerating the survey and land transfer process to meet congressionally mandated land entitlements; and empower state and Native land owners to manage their lands and resources. Added emphasis will be placed on improving the use of the Patent Plan Process to increase outputs and improve service to the State of Alaska, Native corporations, and the public at large.

BLM also prepares navigability reports, is completing transfer of the Alaska Railroad land to the State, administers the townsite trustee program, manages ANCSA 17(b) easements, processes land use authorizations issued under appropriate laws, recovers title to approximately 1,400 parcels of land for reconveyance to Native allottees, and supports automation and modernization initiatives under this program. Other actions include support to effectively implement Departmental and BLM program

initiatives and to support resource management planning for the public lands in Alaska.

♦Conveyance Program/Patent Plan Process♦

Native allotment survey and transfer remains a priority. The State of Alaska and Native corporations continue to emphasize the issuance of patents to surveyed lands and attention to special or economic need conveyance actions.

The 1997 program focus will be on maintaining a zero backlog of patentable acres and adjudicated certificates of allotment, on assisting the State and Natives in finalizing entitlement selections Native allotment title recovery actions, providing support to cadastral survey, and performing on-the-ground management of the public lands, including 17(b) easement identification and management.

By the end of 1996, title transfers to Alaska Native corporations by Interim Conveyances (IC) and patents granted will total 37.5 million acres. They will have received patent to 15 million acres, or 32 percent of their entitlement.

By the end of 1996, title transfers to the State of Alaska involving both patents and Tentative Approvals (TA), are expected to be more than 89.6 million acres. This total will include 37.6 million acres of patented land.

In 1997, BLM plans to patent a total of 100,000 acres and Grant IC 500,000 acres to Alaska Native corporations, patent 100,000 acres and Grant TA 500,000 acres to the State of Alaska, issue 600 Native allotment certificates, and complete 75 "Aguilar" cases. The resolution of Native allotments is a complex adjudicative process which requires more expensive field time in the logistically complex Alaska work environment, and requires extra coordination efforts with the Native allottees. Approximately 5,700 Native allotment parcels await survey and/or issuance of certificates of allotment.

Implemented initially in 1986, the Patent Plan Process (PPP) is an ongoing process which facilitates the survey and transfer of lands in an efficient and cost effective manner, considering the remote and

dispersed nature of the lands involved. The PPP identifies and schedules work by geographic windows to direct a concentrated work effort to complete lands adjudication, cadastral survey of inholdings and conveyance boundaries, and subsequent patent issuance.

The PPP will continue to involve the resolution of title recovery ("Aguilar" hearing cases). These cases involve a reinstatement or relocation of a Native allotment claim based on a determination that the allotment was omitted or incorrectly located when the land was originally conveyed. A complex adjudicative process involving hearings conducted by the BLM is initiated to determine the relevant facts in each case and provide decisions to the State, Native corporations, and the allottee.

The Alaska Townsite Program is nearing completion and only residual work remains. There are approximately 8 townsites with deeds to be closed.

Work on completing the transfer of the Alaska Railroad land to the State of Alaska will continue. Railroad lands will be transferred as survey plats are provided. This transfer should be completed in 1998.

♦Other Realty Actions♦

● *Easements.* Section 17(b) of ANCSA authorizes the Secretary to reserve certain public easements across Native lands and along major waterways in Alaska to guarantee access to publicly owned lands. Easements are reserved in conveyance documents to the respective Native corporations and are specifically identified by location, width, and authorized uses by BLM. There are approximately 3,958 miles of easements and 266 sites which currently require management by the BLM. In addition, other Federal agencies are concerned with the management of those easements providing access to land under their jurisdiction. The easements were inventoried through a coordinated effort by the National Park Service, Fish and Wildlife Service, and BLM. In 1995, BLM will complete the transfer of management responsibility for certain easements to other Federal agencies (Park Service, Fish and Wildlife Service, Forest Service, etc.) as appropriate to consoli-

date management on BLM high use and other priority areas.

- **Realty Actions.** BLM will process public demand lands cases involving the issuance of FLPMA leases, permits, sales, and recreation and public purpose leases and sales, on a pipeline basis using funds allocated from the Lands, Realty, and Right-of-way Management subactivity; however, support to the Patent Plan Process will receive first priority. Issuance of land use authorizations continues to receive priority over compliance monitoring of previously granted authorizations.

In October 1986, the Alaska Homestead and other settlement laws expired pursuant to FLPMA §702 and §703. The BLM will continue appropriate actions to process or field examine the remaining claims under the settlement laws and render a final decision to reject, close, initiate government contest, or issue patent for such claims.

- **ADP Modernization.** Maintenance and support of the Automated Land and Mineral Records System (ALMRS) in Alaska is a high priority activity required for the land conveyance and land management programs. Compatibility and integration of Alaska data and processes with the Bureauwide Automated Land and Mineral Records System (ALMRS) is an absolute requirement.

- **Exchanges.** The State of Alaska and Native corporations are interested in blocking their lands or adjusting boundaries to facilitate their management objectives. Congress has provided unique exchange authorities for lands and interests in lands in Alaska, and has directed the Secretary to use those authorities in resolution of land tenure disputes in Alaska. In 1997, only high priority land tenure adjustment cases will be processed.

♦Alaska Cadastral Survey♦

The primary focus of Cadastral Surveys in Alaska is to support land transfers to the State of Alaska, Native corporations, and individuals, as required by legislation such as the Alaska Statehood Act, Alaska National Interest Lands Conservation Act, and the Native Allotment Act, as well as other programs.

In total, more than 155 million acres in Alaska will be transferred from Federal to other ownership. Before these transferred lands can be patented, the lands must be surveyed. Not only must exterior boundaries of State and Native selections be identified, surveyed, and described but so must the thousands of inholdings such as those related to ANCSA §14(h) (cemetery and historic sites), mining claims, Native allotments, etc. Additional surveys are also required for ANCSA §14 (c) (village reconveyance of inholdings) selections, and for land exchanges between the Federal Government and other parties. Survey complexity, as well as the remoteness of the lands and difficult topography, results in relatively high cost surveys in Alaska as compared to the other BLM State Offices.

Many surveys are being conducted under the *Indian Self Determination And Education Assistance Act (P.L. 93-638)* (ISDA) contract procedures. Under the requirements of this legislation, Alaska Native corporations are allowed to negotiate sole source contracts to conduct cadastral surveys of Native selected lands. A wide range of Geographic Sciences tools are used in the conduct of these surveys.

The following projects are proposed to be completed within the requested amount for 1997:

Mid Southeast (Hoonah)	\$1,155,000
Alatna/Allakaket	\$840,000
Stevens Village	\$260,000
American Summit	\$165,000
Wood River/Tikchik	\$1,000,000

The Interagency Cadastral Coordination Council through representatives from the State, Native interests, individual Native corporations, and Federal agencies, recommend priorities for survey by geographic area. The equity of this process is best demonstrated over a 5-year cycle, rather than on an annual basis.

Approved Cadastral Surveys have been completed for nearly one-third of Alaska. BLM is conducting rectangular surveys in conjunction with State and

Native selections to improve survey efficiencies and the Patent Plan Process.

The operation and maintenance of the Alaska Geographic Coordinate Data Base (GCDB) is also provided for by this subactivity. Approximately 3,000 townships of GCDB data will have been approved.

This will enable Alaska BLM to use existing automated land and mineral records to produce master title plats and to display records graphically. As new township and other surveys are completed, the Alaska GCDB will be updated. At the 1997 Budget level, approximately \$200,000 will be directed towards operation and maintenance of the existing GCDB and additional 50 townships will be added.

↔ Justification of 1997 Program Changes ↔

Table 55. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$(000)	28,125	-2,000
FTE	279	-20

The 1997 Budget Request is \$28,125,000 and 279 FTE, a program decrease of \$2,000,000 and 20 FTE. The decrease of \$2,000,000 is from a one-time appropriation to accelerate processing of patents and native allotments. Current budget constraints preclude requesting continuation of this funding.

At requested funding level, BLM will focus on priorities such as adjudicating certificates of allotments, finalizing entitlement selections, and cadastral survey support.

Table 56. . Alaska Conveyance Program Performance Indicators: 1995, 1996, 1997.

Performance Indicators	1995 Actual	1996 Enacted To Date		1997 Budget Request	Change From 1996 (+/-)	
Native Corporation Patents (000 acres)	1300	1300		100	-1,200	
State Patents	300	250		100	-150	
Native Allotments (parcels)	750	600		100	0	
Title Resolution (cases)	15	15		75	+60	
Alaska Cadastral Survey Performance Indicators	1996 Enacted to Date			1997 Planned		
	# of Projects	Monuments	Miles	# of Projects	Monuments	Miles
	5	1300	580	6	1,370	680
	2	45	140	1	45	30
	1	25	50	1	0	1
	0	0	0	1	0	3
	2	200	100	2	200	100
	2	73	145	2	95	190
	0	0	0	1	0	0
	Total	12	1643	1015	14	890

Justification of Program and Performance**Activity: Realty and Ownership Management****Subactivity: Cadastral Survey****Table 57. Activity Summary.**

	1995 Actual	1996 Estimate to Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	12,317	11,000	+53	0	11,053	+53
FTE	197	176	0	0	176	0

◆◆ Objectives ◆◆

The major objectives of this program are to:

- provide Federal boundary surveys (to include, where appropriate, the use of private sector land surveying firms for field survey work) which include the locating, marking, recording, and interpreting of surveys for all Federal interest lands outside of Alaska;
- provide land managers with land boundary surveys in support of lands and realty, energy and minerals, forestry, hazardous waste, law enforcement, cultural, and other natural resource programs;
- develop and maintain, through the Federal Geographic Data Committee, land survey data standards to facilitate land survey data exchanges among Federal, State, and private interested parties;
- record, automate, and preserve land survey records for use by Federal and State government agencies; and
- maintain the Geographic Coordinate Data Base (GCDB) as an integral part of the Automated Land and Mineral Records System (ALMRS).

◆◆ 1997 Program ◆◆

The Secretary of the Interior has sole authority to execute all legal boundary surveys on all Federal land. BLM is responsible for the creation, maintenance, and interpretation of all official land survey records of Federal lands. The Secretary has delegated this authority to BLM. Prior to issuing a patent or conducting various types of resource actions, boundaries of Federal lands (those in which the Federal government has right, title, or interest) must be delineated, on-the-ground, and described in the official records of the United States (maintained by the BLM) as determined by a land survey.

◆ Types of Survey ◆

Two major types of cadastral surveys are executed for the Federal lands. These are as follows: original surveys under the public lands Survey System (PLSS) which were established by Congress in the Land Ordinance of 1785. Original surveys may also include surveys of omitted public lands islands. Resurveys are performed to re-establish the boundaries executed in the original survey or to restore boundary monuments that have been lost or have deteriorated since the original survey. Resurveys are required to identify the property boundaries for all on-going land conveyances. Since the resurveys are generally higher priority than original surveys, completion of the original surveys has been deferred except for those required for trespass abatement and resource management.

◆Cadastral Survey Support
to Other Agencies◆

Approximately 45 percent of the land surveys performed by BLM are in support of other Federal agencies. BLM has agreements with the National Park Service (NPS), the Forest Service (FS), and the Bureau of Indian Affairs (BIA) for conducting land surveys and for providing other cadastral survey services. BLM receives approximately \$2,500,000 annually through transfer of funds from the FS for accomplishing surveys on FS administered land and \$2,000,000 annually through reimbursement from BIA for accomplishing surveys on Indian Reservation land. NPS, Fish & Wildlife Service, Bureau of Reclamation, the Army Corps of Engineers, State, and private survey requests are less frequent and generally consist of a specific boundary survey. Coordination of survey services is undergoing a reevaluation. The review is being done by an interagency group of land surveyors and is based on a comprehensive inventory of the location of all USDI and USDA land surveyors.

BLM has agreements with the FS and NPS which allow these agencies to conduct the field survey portion of a cadastral survey on their own lands. Under these agreements BLM provides such services as a search of land title records, records of previous surveys, special survey instructions, and ultimate survey approval. BLM is also responsible for all records management following approval.

BLM provides technical guidance to private land surveyors and other publics on complex cadastral survey issues and a wide range of Geographic Sciences activities. In addition, BLM interprets the Manual of Surveying Instructions for Federal, State, and county courts in support of litigation involving the public lands Survey Systems. The BLM Survey Manual provides the basis for State survey law in 31 of the 50 States.

◆Survey in the Contiguous 48 States◆

In the contiguous 48 States BLM conducts surveys:

- as a prerequisite to patenting of public lands;
- to establish precise, on-the-ground boundaries for leases or other uses of the public lands (e.g., re-establishing original surveys on lands with significant mineral resources, for Congressionally-designated wilderness, and for cultural, recreational, or other specially designated areas); and
- to determine and mark precise boundaries to avoid trespass between non-Federal and Federal land.

All cadastral surveys in the contiguous 48 States are initiated to resolve specific management problems. That is, BLM undertakes original surveys or resurveys only when needed to resolve a specific management problem. Because land ownership surveys are focusing more on high value lands, these surveys have become more complex and often result in litigation.

In 1997, BLM cadastral survey of energy and mineral rich lands will continue. However, new emphasis will be given to developing networks with private sector land surveying firms that are interested in providing survey services for Federal interest lands.

These networks may result in contracts for field survey services where appropriate with private sector firms and will provide BLM with another method of delivering land survey services to Federal land managers. Increased emphasis will continue to be given to implementing new initiatives such as establishing cooperative land survey project offices in urbanized areas (i.e. southern California and other large western metropolitan areas) and in areas that contain multi-agency resource or land ownership conflicts (i.e. along the Snake, Salmon, Colorado, Red Rivers, etc. and the legal ownership of islands that occur within these rivers.). These project offices will not only be more cost-effective but they will concentrate on current resource issues that face Federal interest lands and the public. BLM interprets cadastral survey and land ownership data for use in BLM's Automated Land and Mineral

Records System in support of lands and realty actions, trespass abatement, hazardous waste liability, etc.

At the 1997 Budget level, the Cadastral Survey program will oversee and provide quality control on approximately 367 projects in the lower 48 states, equaling approximately 5,134 miles of boundary survey. BLM anticipates responding to approximately 5,500 external customer inquiries for cadastral survey information related to the contiguous 48 states.

◆Micrographics◆

BLM provides copies of the official land records of the Federal government to both internal and external users. For most of the non-automated records this is done by microfilming. The micrographics program preserves Cadastral survey records for use by governmental and private entities in land management activities. BLM directs approximately \$40,000 for micrographics work for this effort. The project involves microfilming several hundred thousand survey plats and abstracting, indexing, and filming several million pages of field notes. This system will be phased out as more efficient automated systems are developed and implemented.

Table 58. Performance Indicators, Lower 48 States Cadastral Survey, 1996, 1997.

Performance Indicators	1996 Enacted to Date			1997 Planned		
	# of Projects	Miles	Monuments	# of Projects	Miles	Monuments
Bureau of Land Management	120	2000	3800	120	2000	3800
Bureau of Indian Affairs	48	1055	1860	24	525	930
National Park Service	19	225	600	19	225	600
Navajo Hopi Indian Reservation	4	50	200	4	50	200
U.S. Forest Service	42	880	1920	21	440	960
Bureau of Reclamation	1	10	25	1	10	25
Corps of Engineers	10	120	310	10	120	310
Others	4	40	-	4	40	-
Total	248	4380	8715	203	3410	6825

Justification of Program and Performance

Activity: Realty and Ownership Management

Subactivity: Lands and Realty Management

Table 59. Subactivity Summary.

	1995 Actual	1996 Estimate to Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	28,855	28,386	+136	0	28,522	+136
FTE	504	500	0	0	500	-4

◆ 1997 Program ◆

The program objectives are to:

- support the Administration's initiatives especially the President's investment in natural resources by:

- acquiring through land exchange or donation, access or lands with recreational opportunities including wilderness inholdings and cultural resources, access, wildlife habitat, and riparian-wetland areas;

- monitoring use at existing authorized landfills for adherence to EPA regulations and BLM stipulations, and promote closure and disposal of such land as appropriate;

- monitoring all other land use authorizations and conveyances to maintain compliance with terms and conditions to protect health, safety and natural resources;

- maintain an ongoing program of prevention, detection, and resolution to abate the unauthorized use of the public lands; and

- revoking land withdrawals in support of priority land exchanges and other lands, realty, and mineral actions, promote better land management opportunities and ease land record maintenance.

- support community expansion, recreation and public purposes, and important economic development through appropriate land use authorizations and conveyances;

- facilitate the development of energy and non-energy resources through the processing and granting of rights-of-way and temporary use permits;

- develop communication site management plans to reduce costs of administering rights-of-way grants, protect natural resources and individual interests, and provide a wide array of site opportunities, and receive fair market value for use of such areas;

- operate and maintain the basic public lands records system of the Federal government to support land title information and natural resource management needs;

- provide modern public lands and resources informational services to the public and other governmental entities;

- improve the public lands records system through support of automation initiatives (ALMRS/Modernization and the Eastern States General Land Office Records Project);

- process new withdrawal applications and implement Congressional withdrawals for the management and stewardship of public lands resources and other Federal capital investments; and

- review other agency withdrawals as mandated by the FLPMA, continue review of waterpower and water storage withdrawals, and continue processing and reviewing withdrawals in Alaska.

◆ 1997 Program ◆

BLM provides lands and realty services and data to the public, State, local and other Federal agencies, outside of the State of Alaska, by processing land use authorizations, adjusting tenure through land exchanges (including supportive lands actions for exchanges such as withdrawal revocations), and completing land disposal actions. BLM maintains the official records of the Federal government, and responds to public inquiries about public lands status, use and availability. Much of the work is driven largely by public demand for realty services and information is often provided using a variety of geographic sciences tools. Adjustments between workloads will occur as public demand shifts.

◆ Land Exchanges ◆

Land exchanges are an essential method of implementing ecosystem management objectives by consolidating land ownership and acquiring resource values of public significance. Proposed exchanges have been identified in BLM land use plans and have been determined to be in the public interest by meeting multi-resource objectives such as recreation, wildlife, riparian, threatened and endangered species, and wilderness programs.

State and private proposals for exchanges that have been identified in BLM land use plans and which support multiple use resource management objectives identified in plans are a primary source of exchange project initiatives. In many western States, as the remaining land entitlement under the state indemnity selection statutes approach completion, state governments are proposing land exchanges to meet resource development opportunities and to consolidate their land holdings.

The *Federal Land Exchange Facilitation Act (FLEFA)* of 1988 provides for uniform regulations pertaining to negotiations, land appraisals and value resolution in the land exchange process. Implementation of the provisions of FLEFA provides additional opportunities to complete exchanges within the program in 1997.

The exchange process involves the identification of lands, negotiations regarding values, completion of a variety of resource inventories and clearances, and resolution of title issues. Because each individual exchange involves a variety of complex factors and circumstances, the resource objectives, acreages and values of the offered and selected lands may change as exchange proposals are processed. The use of third party facilitators for exchanges may help maximize the benefits to the BLM and to minimize any perceived negative community impacts.

◆ Land Disposals ◆

In 1996, BLM plans to offer about 2,500 acres of public lands for sale under the authority of §203 of FLPMA. The lands are largely scattered tracts, all of which have been identified as suitable for disposal as a result of BLM land use planning. Sale is at fair market value as determined by an acceptable land appraisal.

Also, the 1997 program supports a continued effort on land sales in Clark County, Nevada under the Burton-Santini Act, which provides for the offering for sale of not more than 700 acres annually. BLM expects to offer and sell 700 acres in Clark County in 1997.

The 1997 base includes the conveyance of 2,000 acres of public lands to State governments under the State Indemnity Program. This is consistent with Secretarial policy and the Memorandum of Understanding with the State Land Commissioners Association. In many of the States, remaining entitlement under the state indemnity selection statutes approach completion.

In 1997, BLM plans to process 20 Desert Land Entry (DLE) applications. The program continues at a minimal level of processing because of emphasis on higher priority workloads supporting natural resource management objectives.

◆ Land Use Authorizations ◆

Land use authorizations under FLPMA §302(b) provide for private use of public lands through lease

or permit authorizations. Land use permits, FLPMA leases, and Recreation and Public Purposes Act (R&PP) leases provide authorizations needed to meet public demand for uses of public lands.

The BLM will continue to monitor, control, and reduce realty trespass to prevent conflicts with recreation and other authorized multiple uses and to ensure that the Federal Government receives a fair and equitable return for the use of public lands resources. BLM's trespass abatement program emphasizes prevention through early detection and recordation of suspected unauthorized activities on the public lands. An estimated 750 trespass cases will be closed during 1997.

BLM also responds to local and State government requirements for land for community expansion and new public facilities in a timely fashion, primarily through the use of R&PP authorizations.

♦Official Land Records♦

The operation, maintenance and improvement of the official public lands records and the task of responding to public inquiries about public lands status, use and acquisition is a fundamental public service of the lands and realty program. These records amount to over one billion items or documents and are made available to the public, local and State governments, other Federal agencies, and for BLM management purposes.

As part of our customer service, every BLM office makes some basic public lands records available to the public for review. BLM continues to maintain the manual land record system, including master title plats, historical indices of land actions, and copies of patents and other pertinent documents about the public lands and land formerly in the "Public Domain" but now in private ownership. Many of these land records also have great historical value and public interest. In addition, in order to accomplish its program objectives, every BLM program requires accurate information about public lands availability, status, and use authorizations such as information about mineral leases, use, and availability.

The general improvement and automation of the BLM's entire public lands records system is underway through implementation of the Automated Land and Mineral Records System (ALMRS). The BLM lands and realty program, as well as all other BLM programs that depend on accurate and up-to-date land records, will become more efficient and effective when ALMRS is fully implemented. In addition, the existing microfilm and paper records systems now in use in most offices will be replaced by the automated system, and thus the land records will become more accessible and usable to the public, other government agencies, the BLM, and private industry.

However, until ALMRS is implemented Bureauwide the responsibility for maintaining the existing official public lands records and making them available for use by other programs and our customers continues to be funded largely through the lands and realty program. Additionally, maintaining up-to-date lands, realty and rights-of-way case management data and entering data into the On-line Case Recordation and Access (ORCA) system for the ALMRS lands data base are responsibilities within the lands program.

♦Rights-of-way♦

Under FLPMA and Mineral Leasing Act provisions, the BLM issues Right-of-way (ROW) grants to authorize the construction, operation and maintenance of a wide range of projects on the public lands, such as petroleum pipelines, power lines, energy development and distribution facilities, roads, and communication sites.

ROW work is funded from a combination of appropriated funds and of fees paid by applicants wishing to use the public lands for ROW purposes. The ROW fees are made available for use by the BLM through the "Service Charges, Deposits, and Forfeitures" indefinite appropriation to help offset BLM's cost of processing the ROW authorizations. Due to the "reasonableness criteria" of FLPMA (43 U.S.C. 1734(b)), applicants for FLPMA rights-of-way only pay a portion of processing costs.

The ROW workload includes functions such as pre-application review, corridor planning, managerial direction, training, and other aspects of program management not directly associated with a specific case. It also includes workload associated with providing information to the holder, resolving disputes regarding the authorization, correcting errors and omissions in past processing actions, processing rental updates, etc. All non-casework activities are funded in this direct appropriation subactivity.

However, handling specific application cases is the primary workload in the ROW program. Casework includes responding to an application, including preliminary investigations, assessments, and appraisals; developing special stipulations; issuing the ROW grants and/or temporary use permits; and monitoring the authorized ROW. Applicants for ROW uses include individuals, corporations, public and private utilities, associations, and state and local governments. Right-of-way case processing also includes relinquishments, assignments, expirations, and application amendments or withdrawals. In some cases, the applications are made to authorize an existing but previously unauthorized use.

Greater emphasis is being placed on processing ROW applications and on the reduction of the number of pending ROW cases. The processing of 3,000 new/existing ROW applications and the issuance of 3,000 ROW grants is expected to be accomplished in 1997.

The ROW workload also includes the post-authorization compliance and monitoring. This is the effort to ensure that the project authorized is constructed and operated in accordance with the terms and conditions of the authorization, including the law, regulations and the granting document. Monitoring and compliance often includes construction site visits and post-construction inspections. To the extent allowable under law, the BLM costs of casework such as processing ROW applications and monitoring and compliance reviews of authorized ROWs are recovered by fees collected and made available for use through the "Service Charges" account.

♦Withdrawal Processing, Review, and Classification♦

FLPMA requires land withdrawal reviews to ensure that there are no unnecessary closures to appropriate public lands uses. Section 204(l) (43 U.S.C. 1714(l)) mandates a comprehensive 15-year review of many withdrawals of Federal lands in the 11 western States, exclusive of Alaska, to be completed by 1991. This deadline was not achieved due to delays caused by the *National Wildlife Federation v. Burford, et al.* lawsuit which precluded withdrawal review processing for over 5 years between 1985 and June 1990, and because of reduced funding levels resulting from the protracted delay. In June, 1990, the U.S. Supreme Court issued a decision in the *National Wildlife Federation v. Burford, et al.* lawsuit which resolved this long-standing issue.

The BLM is now implementing a two-phase process for withdrawal review and implementation. This process involves an initial review phase and a subsequent implementation phase. A final policy statement was issued to BLM field offices in October, 1991. Using this process, the BLM is scheduled to complete the review phase for withdrawals subject to FLPMA review by

September 30, 1998, provided necessary funds are received. During the subsequent implementation phase, the BLM will identify management prescriptions, through land use planning, for lands and resources that return to BLM administration as a result of withdrawal review. In 1997, the BLM plans to process 100 withdrawal cases to protect public lands resources and other Federal capital investments, and to facilitate the transfer of land between Federal agencies.

Table 60. Lands and Realty & R/W Management Performance Indicators 1995, 1996, 1997.

Performance Indicators	1995 Actual (rounded)	1996 Enacted to Date	1997 Budget Request	Changes From 1996 (+/-)
Public Land Sales (acres)	2,500	1,215	2,000	+785
State Indemnity Selections (Acres)	2,000	2,000	2,000	0
Lands Acquired by Exchange-Fee only (acres)	100,000	45,000	75,000	+30,000
Exchange Transactions (# of Cases completed)	160	55	55	0
Leases, Easements & Permits (Number)	1,000	670	1,000	+330
Withdrawal Processing (Number)	100	90	100	+10
Realty Trespass (Number)	750	400	750	+350
R.W. Grants (Number)	3,100	3,043	3,000	-43

Note: Much of the workload is public demand driven. Therefore, actual units of accomplishment may vary from estimates depending upon current public demand for particular case types and actions.

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Activity Summary**Activity: Resource Protection and Maintenance****Table 61. Activity Summary (\$000s).**

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1997 Bud- get Re- quest	Change from 1996 (+/-)
Resource Manage- ment Planning \$	9,516	8,500	+44	0	8,544	+44
FTE	188	167	0	0	167	0
Facilities Maintenance \$	32,617	30,100	+154	+2,500	32,754	+2,654
FTE	331	306	0	+20	326	+20
Res Protection & Law Enforcement \$	10,154	10,201	+53	0	10,254	+53
FTE	130	130	0	0	130	0
Hazardous Waste \$	17,092	15,000	+76	0	15,076	+76
FTE	134	95	0	0	95	0
Total Dollars	69,379	63,801	+327	+2,500	66,628	+2,827
Total FTE	783	698	0	+20	718	+20

♦♦ Authorizations ♦♦

The Federal Land Policy and Management Act of 1976 (FLPMA) (U.S.C. 1712) requires land-use planning and protection of the resources for public lands administered by BLM.

The National Environmental Policy Act of 1969 (NEPA) (42 U.S.C. 4321 et seq.) requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental designs arts in making decisions about major decisions about major Federal actions that may have a significant effect on the environment.

The National Environmental Policy Act of 1976 (43 U.S.C. 1701, 1731-1732, 1762) provides authority

for the maintenance of facilities required for the protection, development, and management of lands and resources; and directs that public lands be managed to protect scenic, historic, and archeological values, and provide for outdoor recreation and human occupancy and use.

43 U.S.C. 1733, 1734, 1740, provides to protect and manage public lands against willful and knowing violation of regulations, including trespass. Authorizes the Secretary to designate Federal personnel to carry out law enforcement responsibilities and/or enter into agreements with local officials to assist; and authorizes collection of service charges to finance the costs of certain applicant related activities.

The Federal Uniform Crime Reporting Act of 1988 (28 U.S.C. 534) requires Federal agencies collecting data on crimes to report that data to the Attorney General in a manner prescribed by the Department of Justice.

The Resource Conservation and Recovery Act as amended by Federal Facility Compliance Act of 1992 (42 U.S.C. 6901-6992) authorizes EPA to manage, by regulation, hazardous wastes on active disposal operations. The Act waives sovereign immunity for Federal agencies with respect to all Federal, state, and local solid and hazardous waste laws and regulations. Federal agencies are now subject to civil and administrative penalties for violations and cost assessments for the administration of the enforcement.

The Comprehensive Environmental Response, Compensation and Liability Act of 1980, as amended by the Superfund Amendments and Reauthorization Act of 1986 (42 U.S.C. 9601-9673) provides for liability, risk assessment, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed.

The Emergency Planning and Community Right-To-Know Act of 1986 (42 U.S.C. 11001-11050) requires the private sector to inventory chemicals and chemical products, to report those in excess of threshold planning quantities, to inventory its emergency response equipment, to provide annual reports and support to local and State emergency response organizations, and to maintain a liaison with the local and state emergency response organizations and the public. Executive Order 12856 extends EPCRA requirements to Federal agencies.

The Pollution Prevention Act of 1990 (42 U.S.C. 13101-13109) requires and encourages prevention and reduction of waste streams and other pollution through minimization, process change and recycling. Encourages and requires development of new technology and markets to meet the objectives.

The Clean Water Act, as amended (33 U.S.C. 1251-1385) requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing management practices for the control of non-point source pollution.

Community Environmental Response Facilitations Act of 1992 (42 U.S.C. 9620(h)) is an amendment to CERCLA which expands on the risk assessment requirements for land transfers and disposal.

Executive Order 12088, Federal Compliance With Pollution Control Standards, October 13, 1978, (43 CFR 4770) assigns responsibility to executive agencies for the prevention, control, and abatement of environmental pollution for facilities and activities under its jurisdiction, requires agency cooperation with EPA and State and local governments, requires an annual plan for the control of environmental pollution, contains limited exemptions from applicable standards, and provides for a dispute resolution procedure involving OMB.

Executive Order 12580, Superfund Implementation, January 23, 1987 (52 CFR 2923) requires BLM to take action for removal of substances from its lands, search for potentially responsible parties who may be liable for cleanup actions, and carry out a process of cleanup of all identified hazardous substance sites on public lands.

Executive Order 12856, Federal Compliance with Right-To-Know Laws and Pollution Prevention Requirements, August 3, 1993 (58 CFR 41981-41987) requires Federal agencies to comply with the planning and reporting provisions of the Emergency Planning and community Right-to-Know Act and to set an example for the rest of the country in pollution prevention.

Executive Order 12873, Federal Acquisition, Recycling, and Waste Prevention, October 20, 1993, (53 CFR 54911-54919) required Federal agencies to incorporate waste prevention and recycling in daily operations, institute energy and water efficiency programs, acquire and use environmentally preferable products and services, and implement cost-effective

affirmative procurement programs for products made with recovered materials.

↔Activity Description↔

This activity includes all facets of resource management planning, facilities maintenance, resource protection and law enforcement, and hazardous materials management.

The primary objective of actions in this activity focus on land use planning and NEPA processes; protection of the health and safety of the public land user through maintenance of buildings, transportation and recreation facilities; providing protection from criminal and other non-lawful activities; and managing the effects of hazardous materials and/or waste.

Justification of Program and Performance

Activity: Resource Protection and Maintenance

Subactivity: Resource Management Planning

Table 62. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$ (000)	9,516	8,500	+44	0	8,544	+44
FTE	188	167	0	0	167	-21

◆ Objectives ◆

Land-use plans, such as resource management plans (RMPs) guide BLM land use and resource management decisions for public lands by:

- Improving BLMs ability to identify and assess changing natural resource conditions and new public lands uses systematically;
- Enhancing the ability of BLM managers to resolve natural resource issues and land use conflicts affecting the public lands;
- Promoting coordination and consistency with the plans of other Federal agencies and state, local, and tribal governments;
- Facilitating public participation in public lands management and planning; and
- Facilitating compliance with statutory mandates including FLPMA, NEPA, and other applicable laws.

◆ 1997 Program ◆

This program provides for the preparation, approval, and revision of land use plans, plan maintenance, monitoring and evaluation, and coordination of planning actions with other Federal agencies, state, local and tribal government officials, and the public. The program also carries out the general, non-planning related NEPA program management responsibilities that are not directly attributable to

a specific project or other program. Examples of this workload are: review of other agency environmental documents, support to other agency's environmental document preparation, and training of BLM personnel to implement NEPA requirements.

◆ Purpose of Land Use Plans ◆

BLM land use plans allocate resources on the public lands among competing needs and uses, and contain appropriate multiple-use management prescriptions. A mix of RMPs and Management Framework Plans (MFPs), an older generation of BLM land use plans, prepared according to FLPMA standards but not under the current planning regulations, comprises the existing base of BLM land use plans. This base of land use plans covers approximately 98 percent of the public lands area administered by the BLM excluding Alaska. The MFPs now in use were prepared prior to adoption of the current planning regulations or during the transition period to RMPs. All MFPs presently in use were prepared in compliance with the principles of multiple-use and sustained yield, and were developed with appropriate public participation and intergovernmental coordination, but not necessarily precisely as prescribed by the current planning regulations.

Preparation of RMPs and other planning activities are conducted by the BLM in accordance with its published planning regulations (43 CFR Part 1600) which incorporate the land use planning requirements of FLPMA and other statutes. Specific analytical, public participation, and process related re-

quirements are set forth in these regulations. The regulations also incorporate provisions for complying with the Council on Environmental Quality regulations implementing NEPA. BLM plans must also be consistent, to the extent possible, with the resource-related plans, programs and policies of other Federal agencies, state and local governments, and Indian Nations. The plans, therefore, serve as a key link in coordination with other agencies and governmental entities. BLM management activities, including use authorizations, licenses and permits, must be implemented in conformance with the decisions and associated terms and conditions of approved plans.

New land proposals, whether originating from outside of BLM or from within the BLM, which are not addressed by existing plan decisions, are considered through the plan amendment process with its attendant procedural and documentation requirements. Changes in circumstances, including the results of monitoring and evaluation, are also addressed through the plan amendment process, or a plan revision, if warranted. New planning-related data must be periodically and systematically incorporated into existing plans to maintain their usefulness. Similarly, more of an effort will be made to tier decisions from these types of regional plans and national policies down to local level implementation plans.

♦Planning Work Processes♦

Planning work falls within three categories and includes the interrelated actions described below:

Preplanning: Advance preparation for making plans (approximately scaled to the type of planning involved), including preliminary assessment of issues, data and interdisciplinary team skill needs schedule projection and initial assignments, and advance coordination (internal and external).

Plan Preparation: Execution of the 9 prescribed action steps as detailed in the BLM planning regulations (43 CFR 1600). These steps are: scoping, inventory, management situation analysis, formulation and assessment of alternatives, public review of draft plan and environmental document, plan

selection, consistency review, protect resolution, and plan approval.

Plan monitoring and maintenance: Involves tasks such as the following:

- developing priorities for and scheduling implementation actions;
- determining the conformance of management activities and new proposals to existing plan decisions and decisions about the need for amendment of a plan;
- monitoring and evaluating approved plans to determine plan effectiveness, progress, and success of implementation; and the need to schedule plan revisions;
- maintaining the viability of current plans to ensure their continued utility and effectiveness;
- coordinating management actions to ensure consistency with other involved Federal agencies, and local, state and tribal governments plans; and
- ensuring NEPA compliance of the subsequent and more detailed plans of action that are prescribed within the framework of the RMPs.

♦Management Improvements♦

In response to reports by GAO, the western Governor's Association, the National Academy of Sciences, and internal program evaluations, the planning system is:

- incorporating ecosystem management;
- promoting the use of sound scientific data as the basis of BLMs decisions;
- enhancing the use of public participation and partnerships; and
- providing mechanisms for monitoring the effects of BLMs decisions on the health of public lands.

RMPs have been very costly and time consuming to complete. Inherently, BLM used human resources and funding on producing documents, rather than good land-use decisions. This paradigm shift in planning is in support of BLMs *Blueprint for the Future*. The performance measures for planning have been based on the number of RMPs completed and in progress. The new performance measures will be assigned during 1997.

♦Status of RMP Workloads♦

BLM has been reevaluating ways to cut red tape and streamlining the planning process. Much of the new focus is on emphasizing the land management objectives and the desired results to be achieved from land use planning as opposed to the process that is used to get there. Continued effort will be placed on interdisciplinary resource planning and coordination with state, local, and other Federal agencies, interest groups and the concerned public.

In addition to RMPs, there are other planning initiatives underway that are more regional in nature, in that they address resource issues across state and other jurisdictional boundaries. They include; the Interior Columbia Basin Ecosystem Management Project, California Desert Tortoise, and the Colorado Plateau. Funding for these initiatives is included in the base program of several activities, including planning.

In 1996, BLM is completing the final portions of the following 11 RMPs, which also includes plan amendments: Caliente, CA, White River, CO; Royal Gorge, CO (currently in protest); Bennet Hills, ID; West HiLine, MT; Tonopah, NV (currently in protest); Roswell, NM (currently in protest); Green River, WY; New castle, WY; Klamath Falls, OR and the Texas RMP.

By the end of 1997, BLM will maintain 116 RMPs. In 1997, BLM is expected to complete 11 RMPs. BLM is utilizing RMPs strictly as regional plans, done only when necessary, and done in coordination with other land managers within specific landscapes.

Table 63. Resource Management Planning—Performance Indicators, 1995, 1996, 1997

Performance Indicators	1995 Actual	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Resource Management Plans Completed (#)	12	11	11	0
Resource Management Plans in Progress (#)	22	11	11	0

Justification of Program and Performance
Activity: Resource Protection and Maintenance
Subactivity: Facilities Maintenance

Table 64. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	32,617	30,100	+154	+2,500	32,754	+2,654
FTE	331	306	0	+20	326	+20

◆◆ Objectives ◆◆

The objectives of the Facilities Maintenance program are to:

- upgrade and appropriately maintain facilities on the public lands for public use and enjoyment and resource protection;
- provide maintenance of BLM-owned buildings, water and sewer systems, recreational facilities, and transportation systems (roads, trails, and major bridges) on the public lands (outside of western Oregon) in order to:
 - protect resource values;
 - provide for the health and safety of the general public and BLM employees;
 - provide improved access to public lands including access for the disabled;
 - maintain the public investment in the facilities administered by BLM; and
 - maintain the usefulness of facilities for purposes for which they were constructed.
- provide any additional retrofit maintenance needs such as adding insulation, storm windows, utility system control units, and other cost-effective energy conservation measures; and,
- conduct project survey, design and other professional engineering/architectural services for the

development and operation of BLM physical facilities, including buildings, recreation sites, transportation facilities, and resource improvement projects.

◆◆ 1997 Program ◆◆

The facilities maintenance subactivity provides maintenance (outside of western Oregon) to BLM buildings, administrative sites, recreation facilities, trails, and transportation systems as well as basic engineering support services for maintenance and construction activities on public lands. The 1997 program continues BLM's initiative to improve the condition of its facilities and reduce the backlog of maintenance needs, which is approximately \$302 million. It also provides the essential maintenance requirements necessary to protect the investments on the newly constructed projects.

The original acquisition value of BLM buildings, recreation facilities, roads and trails, and bridges is estimated at over \$500 million. Current replacement value exceeds \$950 million. Most older and many newer facilities were acquired at no cost to the Federal government, as property transfers from other Federal or state agencies, or as abandoned properties are acquired (such as roads) from a variety of past users. The funding level for facilities maintenance represents less than three-tenths of one percent of their replacement value.

♦Facility Inventory Maintenance Management System (FIMMS) Development♦

In 1988, BLM initiated the development of its automated FIMMS, a national system designed to incorporate facility inventory, current status, maintenance costs, and desired condition data for use in determining and setting priorities for maintenance needs for BLM owned facilities. By the end of 1990, BLM had completed development of system data elements, maintenance standards, inventory condition survey input forms, and initiated data entry. The initial field condition survey of BLM facilities was completed in 1992.

The FIMMS is designed to be used by BLM managers to administer the overall facilities maintenance program effectively. Beginning in 1993, BLM managers began to use data from the FIMMS to set facilities maintenance priorities, propose funding allocations, track capitalized values and expenditures, and identify replacement needs. The BLM's investment in FIMMS has proved successful and has resulted in states using FIMMS to allocate funds to the field offices based on priority needs.

♦Buildings♦

The BLM is responsible for maintaining 2,630 BLM owned buildings (outside of western Oregon) including approximately 180 offices, 370 houses, 75 industrial buildings, 260 other buildings, 1,035 recreation buildings, 60 service buildings, and 475 storage buildings which have a replacement value exceeding \$300 million. These buildings range from complex administrative sites and larger visitor centers to small radio repeater buildings and well houses. Some of these structures do not require annual or periodic maintenance (e.g. well houses or repeater buildings). Other buildings, such as office complexes and visitor centers, require continuous maintenance.

Building maintenance includes the following functions:

- repair work, such as water, sewage, electrical, heating, ventilation and air conditioning systems;

- energy retrofitting, such as installing storm windows, insulation, control systems, efficient heating and cooling systems;
- routine maintenance work, such as repainting and replacing broken windows;
- grounds work, such as mowing lawns, pruning trees and shrubs, irrigation systems, and gravel replacement on parking and storage areas; and
- modification to improve accessibility for the disabled.

BLM also maintains approximately 100 water and sewer systems. Most of this maintenance work is accomplished through contractual services for repairing, repainting, and improving electrical, heating, plumbing, and structural systems to ensure that structures are maintained in a safe and usable condition.

♦Recreation Facilities♦

BLM is responsible for maintaining 250 fee and 1,227 non-fee recreation sites, 412 campgrounds with 16,698 camp sites, and 127 boat ramps, as well as 120 interpretive centers and visitor contact stations. (For more information on Recreation Facilities, see the Recreation Activity section). All of these facilities together have an estimated replacement value exceeding \$150 million. In addition, BLM is responsible for a portion of the maintenance on numerous jointly (other Federal, state, county, or privately) held facilities. BLMs maintenance objectives are to maintain recreation facilities at a standard that protects resource values, meets public health and safety standards, protects the public investment, and fosters pride in public lands stewardship.

Through use of the *Recreation 2000* and BLM state office implementation plans, maintenance funds are concentrated on the most intensively used recreation facilities where both visitor use and public investment are the highest. Funding for maintenance of recreational facilities is augmented by volunteer assistance at both developed and semi-developed sites. Volunteers are assisting with

maintenance of campgrounds including trash collection, repairs, and inspections. Cooperative management agreements are being developed with local clubs and other organizations to maintain recreation sites whenever possible. Recreation maintenance (at fee collection sites) is being conducted using the fees collected at those sites.

Recreation maintenance includes the following types of functions:

- maintaining sanitation facilities, including modifications to improve access for the disabled;
- operating and maintaining potable water supply, purification, and distribution systems;
- repairing structures (e.g. picnic shelters and tables, fire grills, restrooms, and boat ramps) and providing routine maintenance such as repainting, staining, and replacing broken boards or decking;
- removing hazards, such as dead trees, excess fire fuel and brush, fencing old mine shafts and unstable buildings, and providing warnings about dangerous topography;
- grading and graveling roads, parking areas, pullouts, and ramps; replacing culverts and cleaning cattle guards;
- collecting trash, pumping vault toilets, and doing grounds work such as pruning trees and shrubs, fence maintenance, and repairing erosion damage; and
- repair and replacement of directional, informational, and regulatory signs as needed on those facilities scheduled for maintenance.

♦Transportation♦

The BLM is responsible for the maintenance of over 62,800 miles of roads, 13,700 miles of multiple use trails, and 220 major bridges on the public lands outside of western Oregon. The replacement value of this transportation network is estimated to exceed \$500 million.

A majority of BLM's road and trail maintenance work is performed by private contractors. Maintenance intensity varies depending on the purpose of the road, but generally includes:

- erosion and proper drainage repair;
- grading to maintain/reestablish original road cross sections;
- maintenance/replacement of gravel surfacing;
- stabilizing shoulders to protect surfacing;
- sealing, repaving and patching of original paved surfaces;
- repair and replacement of directional, informational, and regulatory signs;
- minor re-aligning to improve both safety and drainage;
- replacing damaged culverts; and
- inspecting, maintaining, and repairing bridge structures.

In many cases, BLM roads are upgraded and maintained by permitted public land users such as mining companies, livestock operators and timber sale operators. Maintenance responsibilities may shift back to the BLM after the operator has terminated activities; or BLM may require the operator to rehabilitate the road to a specified standard or close it. BLM places emphasis for scheduled maintenance on major access roads and bridges that receive the greatest public use; on those roads which are needed for administrative purposes; on roads causing the greatest environmental damage; and where changing use patterns are expanding into new areas. BLM roads represent significant investments on the public lands. Diligent maintenance reflects proper protection of these investments and reduces exposure to potential liability. Corrective maintenance involves work to correct safety problems. Repair damage as a result of flooding, or to improve the road standards due to changing use pattern.

BLM also conducts transportation planning and coordination with other programs, land management agencies and other land users through the land use planning process or through more site specific road design proposals. Under the Intermodal Surface Transportation and Efficiency Act of 1991, BLM employees are coordinating with the Federal

Highway Administration and each state Department of Transportation during the development of our transportation plans to establish a public lands management highway system.

♦Engineering Services♦

Professional engineering expertise is needed on all construction and reconstruction projects to complete project planning, survey and design work, and contract supervision. Other examples of engineering services include condition surveys/site inventories and risk assessments necessary to ensure protection of the past Federal economic investments, to reduce environmental damage and then minimize the risk to public health and safety.

Most of the increase will be directed towards improving the conditions of the roads and recreational facilities at high use areas where increased public pressures have placed the environment, as well as the public's economic investment in the facility, at risk. Maintenance work will include bringing each site into compliance with accessibility standards for the disabled. This increase will also be used to complete work necessary to allow BLM to charge a recreation use fee at additional sites and, if necessary, to close roads and/or recreation sites that receive little to no use.

♦♦Justification of 1997 Program Changes♦♦

Table 65. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$(000)	32,754	+ 2,500
FTE	326	+ 20

The 1997 Budget Request is \$32,754,000 and 326 FTE, a program increase of \$2,500,000 and 20 FTE. This program increase supports the public's demand for increased recreational opportunities on public lands as well as enhances environmental protection.

Table 66. Performance Indicators: 1995, 1996, 1997.

Performance Indicators	1995 Actual	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Building Maintenance (#)	840	1,300	1,375	+ 75
Recreation Sites Maintained (#)	900	890	890	0
Roads Maintained (miles)	18,000	10,700	10,500	-200
Trails Maintained (miles)	13,700	13,700	13,700	0

*Justification of Program and Performance***Activity: Resource Protection and Maintenance****Subactivity: Resource Protection and Law Enforcement****Table 67. Subactivity Summary.**

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$ (000)	10,154	10,201	+53	0	10,254	+53
FTE	130	130	0	0	130	0

◆◆ Objectives ◆◆

The objectives of the Resource Protection and Law Enforcement program are to:

- ensure compliance with all Federal laws and regulations and appropriate state and local laws governing the protection of the public lands, resources, and users as directed by FLPMA;
- investigate crimes occurring on, or relating to the public lands, involving resources, and users, and public property; and bring to justice those responsible through an effective law enforcement program;
- protect natural, cultural, and historic resources from theft and degradation; and
- reduce the cultivation, manufacture, distribution, and possession of illegal drugs on public lands.

◆◆ 1997 Program ◆◆

BLM Resource Protection and Law Enforcement work is multi-faceted involving protection of many different resources scattered across the U.S. The mission entails public education and prevention, detection of criminal activities, development of information on criminal activity and trends, and investigative efforts to identify apprehend and prosecute criminal violators.

BLM has 56 special agents assigned throughout the U.S. to conduct long term criminal investigations of complex offenses. The BLM's resource

protection capabilities are enhanced by 159 BLM law enforcement rangers who enforce Federal laws and regulations, emphasizing compliance with resource protection measures, protection of Federal property, employees, and users and crime prevention through field contacts and high visibility patrols of the public lands.

BLM special agents and rangers are engaged in the full range of law enforcement activities. These include patrol, crime scene processing, interviewing of witnesses and suspects, apprehension and arrest of suspects, preparation of reports, development and use of informants, surveillance, preparation of affidavits for search and arrest warrants, execution of search and arrest warrants, and testifying at grand jury hearings and in court. BLM special agents are also involved in long term undercover operations. These special operations are directed primarily at organized groups of criminals who are violating laws such as the Wild Horse and Burro Act and the Archeological Resources Protection Act.

◆◆ Resources and Visitor Protection ◆◆

As the population of the U.S. has increased, the demand for use of public lands and resources has skyrocketed. BLM has pursued many special programs and initiatives in recreation, wildlife, cultural resources, etc. to help meet this growing demand. As a result of the additional use, BLM has a commensurate responsibility to educate the public, improve public health and safety services,

and to protect fragile resources. Law enforcement services provided by the BLM rangers support the enforcement and compliance issues of the various BLM resource programs. The cost of ranger activities is funded primarily by the benefitting subactivities for which rangers perform work. However, the rangers receive law enforcement related technical oversight, equipment and training and funding for these items through the resource protection and law enforcement program subactivity.

Rangers presence and surveillance activities provide a visible BLM presence at high use areas and in remote locations to reduce violations of law and regulations, vandalism to facilities, off-highway vehicle violations, and cultural resource and vegetative product theft. Rangers also contribute to monitoring and compliance activities for various BLM programs to ensure that closures and permit restrictions are obeyed and to detect any unusual occurrences and potentially illegal and unauthorized uses on the public lands. While in the performance of their duties, rangers provide necessary public service by giving directions, answering questions, and providing emergency search and rescue assistance.

◆Investigations◆

BLM law enforcement officers conduct investigations that support resource management programs. These investigations involve violations of: the Wild Horse and Burro Act; theft of timber and timber products; wildland arson, antiquities theft and destruction; mineral theft and fraud; oil and gas theft; occupancy trespass and recreation site violations; and drug violations, all which directly impact the public lands and BLM's core mission. During 1997, BLM will continue to emphasize reduction of unauthorized uses and illegal activities relating to energy and minerals, forestry, recreation, archeological resources, illegal disposal and storage of hazardous waste.

◆Archeological Resource Violations◆

Preventing the destruction of antiquities and illegal removal of archeological and

paleontological resources are major areas of emphasis. BLM concentrates on enforcement of the Archeological Resources Protection Act and other relevant statutes implementing the archeological portion of law enforcement plans. These efforts include:

- Law Enforcement: includes criminal enforcement actions conducted by BLM special agents and rangers to bring to justice those responsible as well as actions conducted in cooperation with other Federal, state, and local law enforcement personnel;

- Detection: includes use of remote sensing, aircraft overflights, aerial photographs, ground verification and interagency coordination;

- Public Awareness: encompasses a public education program to make visitors and users aware of the laws, regulations and policies that govern public lands and issues related to resource management objectives;

- Employee Awareness: involves training employees on how to identify and report violations encountered while working on the public lands; and;

- BLM will continue cultural resource special investigations stressing interagency investigative efforts to combat theft and destruction of cultural resources in the Four-Corners region. Emphasis will be placed on identifying commercial looters. BLM special agents will continue to be involved in joint Federal/State interagency operations and protection efforts with approximately \$500,000 base funding in the 1997 budget being devoted to this effort.

◆Oil and Gas Theft◆

BLM will continue to pursue investigative efforts related to the theft of oil and gas products on Federal and Indian leases. These investigative efforts will require continued cooperation with the Minerals Management Service and Office of Inspector General to identify and present cases for civil action and criminal prosecution.

♦Hazardous Materials♦

BLM special agents investigate incidents of alleged illegal disposal, storage, or handling of hazardous materials on public lands.

♦Theft of Forest Products
and Other Vegetative Resources♦

BLM conducts investigations and participates in joint investigations of theft and unauthorized removal of forest products and other vegetative resources.

♦Drug Enforcement♦

To meet the "Drug Enforcement Policy of the Department of the Interior" and Executive Order 12590, BLM law enforcement activities address not only the manufacture and cultivation of controlled substances, but also the possession and distribution of illegal drugs on the public lands. Drug enforcement activities on the public lands are important because such illegal activities not only impact resource values (e.g. diverting and fouling water sources, abandoning contaminated materials, destroying timber and wildlife habitat), but also endangers public lands visitors, users, and BLM employees. BLM law enforcement officers conduct information gathering, cannabis eradication, and subject identification/arrest efforts related to both cannabis and other illegal drug activities.

♦Cooperative Agreements♦

Section 303 of FLPMA authorizes BLM to enter into cooperative agreements with State and local law enforcement agencies to assist in the enforcement and regulation of use and occupancy of the public lands. These agreements emphasize reimbursement of state and local law enforcement agencies for their extraordinary expenditures when assisting BLM.

An estimated 20 agreements will be in effect during 1997. Special Agents-In-Charge in each BLM state office manage the cooperative agreements. Resources being protected through law enforcement agreements vary from state to state and by the nature of the problem. BLM law enforcement will continue, on a non-reimbursable basis to cooperate with all relevant Federal, state, and local law enforcement agencies.

♦Automated Crime Statistics Reports♦

BLM is required by the Federal Uniform Crime Reporting Act of 1988 to report law enforcement statistics to the FBI under the National Incident-Based Reporting System (NIBRS). Funds within the 1997 program level are being used to maintain an automated incident reporting system (LAWNET) to meet this requirement. The system will also assist in tracking incidents, investigations, and violations on the public lands in support of the BLM's resource protection programs.

Table 68. Resource Protection and Law Enforcement—Performance Indicators 1995, 1996, 1997.

Performance Indicators	1995 Actual	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Part I Felonies (#)	213	800	900	+100
Part II Felonies and Misdemeanors (#)	6,582	7,200	7,550	+350
Natural Resource Violations (#)	4,557	4,700	5,000	+300

Justification of Program and Performance

Activity: Resource Protection and Maintenance

Subactivity: Hazardous Materials Management

Table 69. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	17,092	15,000	+76	0	15,076	+76
FTE	134	95	0	0	95	-39

◆ Objectives ◆

The objectives of the Hazardous Materials Management program are to assure:

- protection of the public health and safety relative to uses and activities on the public lands which may cause hazardous materials sites or incidents on the public lands;
- protection of public lands natural resources and the environment from the effects of hazardous materials or wastes;
- compliance with applicable Federal and state hazardous materials and related laws and regulations;
- minimization of future hazardous materials related liabilities and costs to the Federal Government, and;
- identification of all hazard risks and activities to prevent or reduce these risks.

◆ 1997 Program ◆

Changing fiscal and regulatory conditions require BLM to approach environmental enforcement and compliance issues from a broad perspective. The policy strategy will focus on:

- **Comprehensiveness** - the strategy will broadly address the health of ecosystems and public land resources as well as the health and safety of users and neighbors and it will utilize the authorities of all environmental laws that are applicable to the local problems in a manner beneficial to the resources and the taxpayers.
- **Cost Effectiveness/Cost Recovery** - the strategy will consolidate current efforts, and reduce costs and increase opportunities for BLM to make responsible parties carry out and pay for cleanups so that the taxpayers do not have to pay cost avoidance/cost recovery.
- **Increasing Public Awareness** - the strategy will make the public aware of BLM as an environmental enforcement agency, alert the public to the costs and risks of environmental damage and encourage them to participate in the efforts to protect the public lands and to reduce costs related to risks and resource damage.
- **Watershed Based Action** - strategic analysis and activities will be watershed-based and integrated with other Federal agency actions and where possible with state, local and private decisions.
- **Risk-Based Priorities** - the strategy will be based on undertaking critical actions first and managing risks as well as possible in less critical locations and conditions, and investing in low cost, front-end, risk

reduction where it will produce the greatest returns.

The broad strategy will spell out BLM authorities under our own statutes and other Federal laws and the interrelationships and methods of using enforcement to accomplish cleanups and reduce risks or impacts. The centerpieces of the effort will be utilizing BLMs' authorities better to reduce hazards on the public lands and improving BLM's functioning as a CERCLA lead agency.

The policy means creating new partnerships, requirements or guarantees to reduce the probability of damage to public resources and investments, to reduce the hazards to public health and safety, and private investments and property, and to reduce the liabilities that can effect adversely our fiscal position, at the lowest cost to the taxpayer. This also means exercising the authority to identify responsible parties to order cleanup actions and to recover significant costs.

♦Pollution Prevention and Hazard Mitigation♦

BLM integrates and coordinates a variety of Bureau activities to ensure protection of public health and safety, and the environment from the effects of hazardous materials on the public lands. The effort contains four major component efforts which are to: (1) prevent the generation or acquisition of pollutants on Department of the Interior managed lands, (2) reduce the amounts of waste generated where such generation cannot be avoided, (3) manage all hazardous materials and wastes responsibly to protect those who use the public lands and work at BLM facilities, as well as the natural resources BLM administers, and (4) respond in a timely manner to releases at BLM facilities; clean up public land sites contaminated by hazardous materials, where polluters cannot be found, and assure restoration of natural resources damaged by such contamination.

Increasing emphasis is being placed on prevention and minimization of waste on the public lands consistent with new laws and regulations. Preventing hazard risks from developing and reducing hazard risks where hazards currently exist are

important parts of our hazardous materials management program. The BLM is attempting to prevent or minimize future liabilities that might result from hazardous materials through stipulations in its land use authorizations and by tighter controls on internal management of chemicals.

♦Inventory and Assessment♦

Inventories of public lands uses and land areas for potential hazardous materials releases and environmental compliance assessments of BLM facilities are priorities and are being planned or conducted by many programs in the BLM. The hazardous materials management program compiles inventories of uses authorized by other programs, accomplishes on-the-ground inventory and site discovery reporting, and prepares records of identified sites of higher potential risk. The BLM also contracts for, or prepares site risk assessments for reported sites. In 1997 the program will continue site discovery, tracking and reporting with anticipated increased inventories of public land uses.

The BLM will continue conducting environmental audits for BLM facilities in 1997. This will include periodic assessments of selected facilities compliance with environmental laws and regulations. The audits serve as a record keeping and management tool to gauge the effectiveness of environmental management systems and to minimize potential civil penalties and liabilities.

♦Emergency Response Actions♦

The number of potential hazardous sites discovered on public lands is increasing with the nationally expanding wire burning problem, continuing illegal drug production, increasing hazardous waste midnight dumping, and larger amounts of chemicals in transit, nationwide. These sites often present immediate risks to public health or the environment or by their existence encourage more of the same activity and are, thus, an enforcement problem.

♦Solid and Hazardous Waste♦

Solid waste efforts are largely focused on appropriate documentation of hazardous waste management

in BLM facilities and handling hazardous wastes from removal and remedial actions. The BLM facilitates environmental audits. The anticipated increasing demand for removal actions are expected to increase the number of manifests and related documents required in 1997.

All agencies must properly manage, and track, to final disposal or destruction, all hazardous wastes. BLM also audits the environmental and financial statements of the treatment, storage and disposal facilities which the Bureau uses to reduce contingent liabilities.

♦Program Management♦

At the 1997 budget request level, the BLM will continue to: develop policies and procedures needed to reduce the risk of future hazardous materials activities on the public lands; to reduce costs and liabilities; to provide programmatic and safety training to BLM employees; to ensure compliance with statutory and regulatory requirements to improve the management of BLM contracts for hazardous materials program work and to identify and prevent or reduce hazard risks in general. The BLM will also continue to provide employee training for staff who are involved in implementing the hazardous materials management program.

Table 70. Performance Indicators, 1995, 1996, 1997.

Performance Indicators	1995 Actual	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Site Cleanup Accomplished (Emergency Response, #). Includes emergency site closures, clean ups and controls to manage imminent hazards, by state, by state.	140	118	120	+2
Cost Recovery/Avoidance(percent) Includes remedial costs covered by, contributed by, or recovered from Potentially Responsible Parties, or others, under any authority, expressed as a percentage of total BLM costs for all site remediation, by district, by state.	3%	65%	65%	0
Site Cleanup Accomplished-Partnerships (Remediation, #) Includes number of site remediations performed by , through, or with local, county, state or other Federal agency partners, as well as those performed by, through or with private or non-profit entity partners, by site, by state..	58	65	100	+35
Pollution Prevention Investment (#) Includes conducting BLM facilities environmental compliance assessments, and corrections of non-compliance, as well as purchases or contracts to reduce the volume or toxicity of BLM generated wastes, through reuse, recycling or substitution, etc., by district, by state.	160	320	400	+80
Preliminary Natural Resource Damage Screen (#) Includes number of full screening procedures conducted to evaluate the need for a natural resource damage assessment at a CERCLA remedial site, by state.	5	7	10	+3

Activity Summary

Activity: Emergency Operations

Table 71. Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
Emergency Damage Repair	0	0	0	0	0	0
\$						
FTE	0	0	0	0	0	0
Grasshopper and Mormon Cricket Control	0	0	0	0	0	0
\$						
FTE	0	0	0	0	0	0
Total Dollars	0	0	0	0	0	0
Total FTE	0	0	0	0	0	0

⇨ Authorizations ⇨

The *General Provisions of the Annual Appropriations Act for the Department of the Interior and Related Agencies* (P.L. 103-138 §101) provide for the expenditure or transfer of funds for the emergency reconstruction, replacement, or repair of aircraft, buildings, utilities, or other facilities or equipment damaged or destroyed by fire, flood, storm or other unavoidable cause.

The *General Provisions of the Annual Appropriations Act for the Department of the Interior and Related Agencies* (P.L. 103-138 §102) provide for the expenditure or transfer of funds for the prevention, suppression, and control of actual or potential grasshopper and Mormon cricket outbreaks.

The *Food Security Act of 1985* (7 U.S.C. 148f) provides for the Secretary of the Interior to transfer no-year funds to the Secretary of Agriculture for Mormon cricket and grasshopper control on lands under the jurisdiction of the Department of the Interior.

⇨ Activity Description ⇨

The Emergency Operations Activity includes funding for emergency operations and grasshopper and Mormon cricket control. Funds for emergency operations are transferred from other no-year accounts and must be replenished by supplemental appropriation. Funding for grasshopper and Mormon cricket control is covered by the use of the unobligated balance from a \$5 million no-year appropriation made in 1987.

Justification of Program and Performance

Activity: Emergency Operations

Subactivity: Emergency Damage Repair

Table 72. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1995 (+/-)
\$ (000)	0	0	0	0	0	0
FTE	0	0	0	0	0	0

•• Objectives ••

The objective of this program is to provide immediate response in the form of personnel, equipment or supplies for emergency repair or replacement of Government property destroyed or damaged by catastrophic acts of nature such as floods, storms, non-wildfires and other unavoidable cause.

Examples of emergency repair include reconstruction of the storm damaged Loon Lake Campground near Coos Bay, Oregon in 1989 and rebuilding the arson-levelled Cahulla Ranger Station in the California Desert Conservation Area in 1988. Funds were also transferred to this subactivity from the Alaska Oil Spill Liability Fund to cover applicable BLM costs incurred in assisting in the clean up of the oil spill in Prince William Sound.

•• 1997 Program ••

No funds are requested for 1997.

In response to an emergency damage situation to BLM owned property, BLM personnel assess the extent of the damage or loss, document the nature of immediate repair work or replacement needed, and determine what additional actions may be necessary to prevent further damage, loss or destruction and to protect resource values and minimize disruption of public service. Emergency damage repair work may be authorized by the Secretary to be completed with emergency funds by BLM personnel or by contractors under the supervision of qualified Bureau employees.

Because emergency situations are not predictable from year to year, funds to perform emergency damage repair work may be transferred from other no-year accounts such as the BLM "Construction and Access" Appropriation under the authority of §101 of the annual Department of the Interior and Related Agencies Appropriation Act, and must be replenished by supplemental appropriation.

Justification of Program and Performance**Activity: Emergency Operations****Subactivity: Grasshopper and Mormon Cricket Control****Table 73. Subactivity Summary.**

	1995 Actual	1996 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	0	0	0	0	0	0
FTE	0	0	0	0	0	0

→ Objectives →

The objectives of this program are to:

- conduct inspections of suspected or known outbreaks of Mormon crickets or grasshoppers on the Public Lands in cooperation with the Animal Plant Health Inspection Service (APHIS); and
- maintain a cooperative program with APHIS for Mormon cricket and grasshopper control on the Public Lands.

→ 1997 Program →

The BLM cooperates with the Animal and Plant Health Inspection Service (APHIS) to assist with inspections of the Public Lands where potential outbreaks of pests may occur, and to develop and implement control plans. When outbreaks occur, APHIS conducts control operations and is reimbursed for its expenses on Public Lands when such expenses exceed funding available to APHIS for such control work.

In 1987, a no-year appropriation of \$5,000,000 was provided to the BLM specifically for Mormon cricket and grasshopper control. The 1993 *Appropriations Act for the Department of the Interior and Related Agencies* provided that \$2,500,000 of unobligated balances from this appropriation were transferred to the 1993 MLR Appropriation for other program costs. The unobligated balance at the beginning of 1997 is anticipated to be about \$300,000.

This balance would be available for transfers to APHIS or for use by the BLM to assist APHIS. The balance of funds remaining will be sufficient to complete the level of control work which has been utilized in recent years. If severe outbreaks would occur, the Secretary's emergency authorities would be utilized, and supplemental funding would be requested to replenish funds borrowed from other accounts.

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Activity Summary**Activity: Workforce and Organizational Support**

Table 74. Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
Information Systems \$	14,886	14,500	+130	0	14,630	+444
FTE	154	146	0	0	146	0
Administrative Support \$	46,405	45,500	+444	0	45,944	+444
FTE	699	677	0	0	677	0
Bureau Fixed Costs \$	58,303	56,166	0	0	56,166	0
FTE	0	0	0	0	0	0
Total Dollars	119,594	116,166	+574	0	116,740	+574
Total FTE	853	823	0	0	823	0

♦♦ Authorizations ♦♦

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1731) outlines the functions of the BLM Directorate and provides for the administration of public lands through the Bureau of Land Management, which was established by Bureau of Fixed Costs §403 of Reorganization Plan No. 3 of 1946.

The Civil Service Reform Act of 1978 (5 U. S. C. 1701) requires each Executive agency to conduct a continuing program to eliminate the under-representation of minorities and women in professional, administrative, technical, clerical, and other blue collar employment categories within the Federal services.

The Civil Rights Act of 1964, as amended (42 U.S.C. 2000) requires development and maintenance of affirmative action programs to ensure non-discrimination in any employment activity.

Executive Order 11478 of August 8, 1969 (34 F. R. 12985) requires agencies to establish and maintain an affirmative action program of equal employment opportunity for all employees and applicants for employment.

The Paperwork Reduction Act of 1980 (44 U.S.C. 3501-3520) provides national federal information policy and requires that automatic data processing (ADP) and telecommunication technologies be acquired and used to improve services, delivery, and productivity, and reduce the information processing burden for the Federal government and the general public.

The Computer Security Act of 1987 (40 U.S.C. 759) requires adoption and implementation of security plans for sensitive information system to ensure adequate protections and management of federal data.

The Chief Financial Officers Act of 1990 (U.S.C. 501) requires that a Chief Financial Officer (CFO) be

appointed by the Director of the Office of Management and Budget and that this CFO will provide for the production of complete, reliable, timely and consistent financial information for use by the executive branch of the Government and the Congress in the financing, management, and evaluation of Federal programs.

The Government Performance and Results Act of 1993 requires ten federal agencies to launch a three-year pilot project beginning in 1994, to develop annual performance plans that specify measurable goals and produce annual reports showing how they were achieving those goals.

♦Activity Description♦

The objectives of this activity are to:

- provide basic bureauwide and office-wide administrative support services which allow all BLM programs to function effectively;
- support expansion of the skills mix in the Bureau workforce to improve BLM's ability to manage resources on an ecosystem basis and to work with more culturally diverse public land users;
- continue the process of re-engineering the BLM's existing business practices in order to free up scarce funding resources for growing mission requirements and program operations, and to provide quality services to customers at the lowest possible cost;
- maintain existing automated systems and applications to support Bureau operations while the development and implementation of the ALMRS/Modernization project is underway,
- provide aviation management support to all BLM programs and organizational levels.

This activity includes these subactivities:

♦Information Systems Operations♦

This subactivity maintains the existing Bureau-wide general automated systems, ADP systems support and applications to support Bureau operations. It manages BLM automation, information resources management, and modernization (AIM) process to provide for efficient, cost-effective,

and fully integrated data management systems to support all BLM programs. It also provides the resources to explore methods for making existing ADP and data communications operations more effective.

♦Administrative Support♦

This subactivity covers the basic Bureau-wide and office-wide administrative support services such as: financial management, budget development and execution, procurement and contracting services, property management, directives systems management; human resources management (including personnel services, and the equal employment opportunity program); and aviation management services which permit the BLM to accomplish its primary program missions and program objectives.

♦Bureauwide Fixed Costs♦

This subactivity provides funding for a variety of Bureauwide fixed costs, such as space rental, general purpose wire communications, mail and postal service, injured employee compensation, unemployment compensation, departmental service, and GSA consumer information services.

Beginning in 1995, the BLM revised financial management procedures to allocate program support costs. Program support costs include items whose costs cannot be readily assigned to a specific organization or program or items that benefit multiple units within an office. Examples of program support cost items include State Director Offices, Office of External Affairs, telecommunications costs, general office machines, utilities, general office supplies, employee assistance programs, etc. These revised procedures assure that each program pays an equitable portion of the total program support costs. The financial management system allocates the costs of a specific item among all programs by formula based on historical experience.

One of the major efforts in 1996 is implementation of NPR recommendations concerning customer service to assure that the BLM functions

effectively and efficiently. BLM is deeply involved in meeting these mandates as described below.

♦Customer Service and Surveys♦

BLM completed its Customer Service Survey for 1995. Results from the external and internal surveys have been compiled and distributed to all interested parties. The survey results provided a needed, first-time, baseline for measuring progress in the Bureau's delivery of products and service to BLM customers. Redesign Teams will be formed in 1996 to make recommendations for improvement to the flow of work within processes, deleting non-value added steps, and providing better products/service, while addressing customer concerns.

Customer service standards for 1996 have been identified and additional data on performance will be gathered by issuance of a Comment Card at the time of delivery of each product and service to the field customers/stakeholders. Data will be collected continuously and reported quarterly to allow for timely adjustments and long-term strategic planning. The approach will be less costly while providing continuous, immediate feedback. The Comment Card approach will also use common service standards and similar customer satisfaction measurement techniques as the US Forest Service. As a result, both agencies will be better able to serve their customers and promote partnering opportunities to provide "one-stop" shopping. BLM is planning that the collection and analysis of customer data will be a field responsibility in support of a new approach for evaluating overall performance beginning in 1997. BLM will also survey stakeholders and state and local governments in 1996 following a process similar to the 1995 survey with follow up actions taking place in 1997.

♦Process Redesign♦

BLM concentrated efforts in several areas in 1995: procurement, finance, and personnel. A new "Procurement Performance Measurement" system is being test piloted. It is being conducted in lieu of performing 1996 Procurement Technical Proce-

dures Reviews (TPRs). If successful, the number of future "on-site" TPRs will be greatly reduced and focused on assisting offices that need improvement based on results of the system's internal self-assessment surveys. Once implemented, this will assist in reducing overhead and freeing up resources for on-the-ground management.

Within the finance arena, opportunities have been identified to improve processes and customer service in the areas of travel and financial data reporting, by increasing automation and streamlining other processes. Electronic Funds Transfer for travel reimbursements is currently being implemented. In 1996, the billings and collections activities will be redesigned with implementation of approved recommendations in 1997 with an objective of better service and lowered cost.

In the personnel arena, BLM is deeply involved in redesigning a Department wide Performance Management system with implementation beginning in 1996. This new system is streamlined with a focus on results achieved or not achieved and will provide a direct focus on meeting Bureau critical mission goals. This system will reflect an indirect savings by also freeing up valuable resources and will facilitate overall Bureau efforts to meeting the needs of customers.

In 1996, new redesign teams are being formed to address improvements in the use authorization process, protests and appeals processes, billings and collections processes, property acquisition, our legislative responses, and the Alaska land transfer program. This will consist of preparing a redesign of basic work performance and a proposed strategy to implement revised procedures. Implementation will begin after the new designs and implementation strategies are approved.

Other redesign activities may be identified resulting from continued customer service feedback at both the National and local levels.

Justification of Program and Performance

Activity: Workforce and Organizational Support

Subactivity: Information Systems Operations

Table 74. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	14,886	14,500	0	0	14,630	+130
FTE	154	146	0	0	146	0

◆ Objectives ◆

The objectives of this subactivity are to apply sound Information Resources Management (IRM) principles to the acquisition and use of automation technologies and information management to:

- Support BLM natural resource programs and administrative operations.
- provide operations and maintenance support for the use of existing technologies and systems that currently automate certain administrative processes, and land use and resource data. The cost of applying automated applications to resource issues is funded by the benefiting subactivities.
- provide operations and maintenance support to the maintenance of both wide area and local area networks for transmission of data between sites.
- apply the life cycle management process to the development of projects designed to integrate automation into the reengineering of business practices.
- explore the use of advanced technologies in the fields of remote imagery, and delivery of data necessary to conduct prompt and effective resource management; actively seek the availability of advanced technologies for civilian applications, and promote cost-effective application of those technologies to the accomplishment of the BLM's mission.

- provide processes for uniform and consistent data administration throughout the BLM in order to increase opportunities for data sharing partnerships and to reduce duplication of effort.

◆ 1997 Program ◆

◆ The Implementation Year ◆ ◆ ALMRS/Modernization ◆

BLM initiated an automation modernization project in 1985 to determine its IRM requirements for the 1990's. The goal is to provide a modern, cost effective, and efficient configuration of software, hardware, and data communications to meet BLM's IRM requirements.

Bureauwide implementation of the BLM's component of the data/communication infrastructure began in December 1993, with the delivery and installation of equipment for pilot testing at three locations—the Denver Service Center, New Mexico, and Washington Headquarters Office. Full installation at all sites was completed in 1996. Installation of the information highway will continue during 1996. Administrative systems operation will be shifted to the modernization platform beginning in 1996. Replacement of the current land records systems by the ALMRS application will be phased in during 1997 and 1998.

1997 will mark the end of the modernization infrastructure installation and the delivery of the Initial Operating Capability (IOC) of the Automated Land and Mineral Record System. The infrastructure

provides the BLM with common hardware and software (known as the "Modernization Platform") for running the ALMRS system and a Bureauwide office-to-office electronic communications link, including office automation. This provides the basis for future efficiencies as the BLM transitions to a fully integrated electronic case processing environment.

Automation has become inseparably integrated into BLM's day-to-day operations because of (1) the increased technological and software capability now available on non-mainframe equipment, (2) the entry of new personnel who have experience in the use of personal computers (PC) and workstations, (3) the exposure to and actual use of networked PC applications by current BLM employees, and (4) the proven track record of useability and resultant efficiencies of automation tools now being realized by BLM.

The ALMRS infrastructure will facilitate the BLM in its transition from manual records and resource data storage and manipulation to fully integrated automated information management.

The BLM is continuing to operate in a dual Honeywell mainframe and UNIX environment. This period of dual operations will require maintenance of both modernization and legacy platforms until the Honeywell systems are decommissioned. We project that normal day-to-day functioning of the BLM ("the business practices") will see dramatic changes as employees gain experience with the new hardware and software. System support will experience challenges as the IRM offices support integrated dual systems. Certain operations support costs will remain since software configuration and technical support will be needed.

◆Information Resource Management in the Current Environment◆

IRM plays a major role in the accomplishment of BLM's responsibilities as manager of the Public lands. This role includes processing data necessary to make decisions involving resources valued in multi-billions of dollars, and providing support to

make administrative and management activities operate more effectively.

The current hardware configuration consists of a Honeywell DPS-8000 mainframe system at the BLM Office of IRM/Modernization located in Denver. Most administrative and natural resource IRM systems are run on this equipment. Each BLM State Office is equipped with a Honeywell DPS-6+ minicomputer for general IRM work and with Prime minicomputers used to support spatial data display applications. As the information highway is installed, all of the DPS-6 mini-computers will be decommissioned with the last of the DPS-6s and the DPS-8 mainframe being released in October 1997.

On the current hardware configuration, there are approximately two dozen automated systems operating on mainframe computers within BLM that provide managers with information for making sound resource management and administrative decisions and to ensure proper lease management and collection of revenues. Examples of such systems include: the Solid Leasable Minerals System (SLMS), the Lease Management System (LMS), the Adopt-a-Horse and Wild Horse and Burro Information Systems, Public Domain Forest Inventory, Inventory Data System, Materials Disposal System, Automated Fleet Management System, Remote Entry of Time and Attendance System, Automated Property System and the Mining Claim Recordation (MCR) System. Other systems which operate on decentralized equipment such as PCS, include the Oil and Gas Automated Inspection and Reporting System (AIRS), the Grazing Automated Billing System (GABS) which provides accounting for grazing fee billings and information on livestock and the Facilities Inventory and Maintenance Management System (FIMMS).

Thirteen of the administrative applications currently operating on the Honeywell equipment will be rehosted on the ALMRS/Modernization hardware and operating environment as part of the ALMRS/Modernization contract. This will be completed in 1996.

Under the current IRM configuration, the following functions are performed:

- operation, maintenance, and management of IRM equipment and software;
- support of centralized, Department-wide administrative systems, such as the interface to FFS;
- operation, maintenance, and management of central site configurations and state office mini-computers;
- acquisition and installation of appropriate kinds and sizes of IRM and data communications equipment in BLM field offices; and,
- technical assistance to system users.

The costs for use of automated technology in direct support of a specific program purpose or need is funded from the benefitting subactivities and programs, not from this subactivity. This use includes, for example, systems development and maintenance for program-dedicated hardware, software, and applications.

The Office of IRM/Modernization in Denver, Colorado, is organized to provide a full range of IRM support services. Each State Office and several Districts and Resource Area offices have small IRM staffs to operate their IRM equipment, provide systems development, information systems and applications to meet local needs, and provide technical assistance and support to the field office resource personnel. In 1996, a study will be undertaken concerning the impact of the Modernization Platform on the relationship between the Office of IRM/Modernization and the State Offices.

BLM has initiated a certification program for IRM personnel to ensure high skill levels. Certification of IRM personnel will be completed by the end of 1997. Authorized Transition Plans developed in 1996 will be fully implemented in 1997.

◆Project Development and Management/AIM Process◆

BLM emphasizes use of the "Life Cycle Management" process to manage the development of AIM (Automated Information Management) projects. Each system, from initiation through hand-off to operations and maintenance is managed on a life cycle as well as project basis to ensure that it meets a fully specified BLM program objective or manage-

ment need, is cost effective, and continues to meet user requirements throughout its lifetime.

Screening and control of development of new system proposals is performed under these procedures. This ensures the support of BLM missions as specified by on-the-ground users and managers. After screening, these proposals are coordinated on a Bureauwide basis resulting in uniform applications.

To accomplish this, each new project is managed with a clear set of responsibilities assigned to the individuals involved in project initiation, development, and operation and maintenance. A charter is prepared to define scope, objectives, deliverables, schedule, organization responsibilities, funding, management milestones, and methods of operation for systems development efforts. A project plan is prepared to guide the technical operation of the project including detailed schedules and timeframes for deliverables, specific staff assignments, funding requirements, task dependencies, and management reporting requirements. Both technical and management reviews are conducted at appropriate "Life Cycle" stages to ensure that the project progresses on schedule and meets its objectives. All projects are submitted for review by an executive council, are assigned executive sponsors, and eventually system owners.

◆Data Administration◆

A Bureauwide data administration effort is critical to the success of BLM's automation and IRM modernization efforts. The experiences gained in developing automated systems have assisted in focusing BLM attention on the fundamentals of data administration. The essential elements of a data administration function as implemented by BLM are as follows:

- ① Support BLM natural resource programs and administrative operations.;
- ② determining what data are needed to make multiple use decisions
- ③ defining the meaning of individual data elements and establishing standards for data collection;

- ① determine which BLM business processes and when they should be automated;
- ⑤ determining what levels of data quality/accuracy are acceptable for management decision making;
- ⑥ determining how to minimize duplication efforts in data collection and use within BLM and share vital resource information with other land managing agencies; and,
- ⑦ establishing effective data sharing mechanisms that reflect security and cost recovery policies and enhance public access to the data used in making public lands multiple-use resource decisions.

An effective data administration function provides a clear management and oversight mechanism to synchronize the use of technology with the quality of the data to be managed. By establishing data requirements and by defining data standards, BLM reduces the risks of entering unacceptable data into its Automated Information Systems (AIS) and its subsequent use when making resource management decisions. It also ensures that the efforts related to automating the many different data themes within BLM are appropriately planned and coordinated.

In order to develop data exchange agreements with users outside of BLM, clear guidance on BLM policies for data access and security is in place. Confidence in the completeness and quality of BLM's automated data must be assured. Current automated and hard copy records systems required extensive review and updating to achieve conformity with the data standards being established.

♦Advanced Technologies Support♦

The BLM continues to actively seek cost-effective application of advanced technologies to geographic information systems, maps, data transmissions, and real time use of data to resolve resource threats.

The benefits derived over the past two years warrant our continuing to actively seek cost effective application of advanced technologies within the geographic sciences to provide more accurate and timely maps and data to customers.

BLM produces approximately 100 new recreation, wilderness and other maps annually. These maps

are derived from base topographic maps produced by the USGS, and display additional information necessary for BLM's management programs such as PLSS data, land and mineral ownership data, recreation, wildlife, wilderness, and administrative boundaries. Information from base maps, together with other resource data such as recreation sites on the public lands, is combined in different ways to identify resource conflicts. With the aid of spatial display technology, data themes can be electronically overlaid to produce a much wider range of maps for the desired applications.

Justification of Program and Performance**Activity: Workforce and Organizational Support**
Subactivity: Administrative Support**Table 75. Subactivity Summary.**

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	46,405	45,500	+444	0	45,944	+444
FTE	699	677	0	0	677	0

→ Objectives →

The objectives of this subactivity are to:

- provide support to all BLM programs and organizational levels in order to function effectively and at the lowest possible cost;
- develop, maintain and promote a diverse workforce in the Bureau; and
- provide support in deployment of aircraft to accomplish resource management missions.

→ 1997 Program →

This program supports implementation of the priorities of BLM's Corporate agenda, which lists the goals and objectives that will be used to measure agency performance and to implement the *Government Performance and Results Act*, the National Performance Review and other presidential initiatives.

Areas of emphasis continue to be:

1. regulation reduction and waivers to increase streamlining;
2. placing customers first through improved services, customer input, and bench marking to find the best practices;

3. empowering employees through reorganization and training activities; and

4. returning to the basics in order to make government work better at less cost.

These areas are either partially or wholly funded through the Administrative Support subactivity:

① Washington Office teams including:**❖ Office of the Director ❖**

Consists of the Director, the Principal Deputy Director, senior advisors, special assistants and special offices. This office establishes overall goals and objectives for BLM and ensures that policies are consistent with statutory requirements and the Administration's priorities;

❖ External Affairs ❖

Responsible for carrying out the public affairs and information program of the BLM, including developing and recommending public affairs actions to managers, ensuring adequate public notification on BLM policies and decisions, and suggesting improved methods for public involvement on issues pertaining to the public lands. Specialized staffs also provide support to managers in development of legislative and regulatory proposals, management of advisory committees, and congressional liaison work;

❖*Equal Employment Opportunity*❖

Provides oversight for mandated EEO program components such as EEO counseling, complaints processing, affirmative action plan development, and special emphasis program management. It also assists in Human Resources Management (HRM) program development for the workforce of the future through demographic and diversity analyses, targeted recruitment, synthesis of management concerns, application of Alternative Dispute Resolution methods, higher education initiatives and outreach to other HRM organizations;

❖*Budget and Finance*❖

Accomplishes budget formulation and execution involving BLM's appropriations and other funding authorities, and implements accounting and financial management requirements. This team develops and presents the BLM budget estimates to the Department and OMB, and prepares budget justifications for submission to Congress. It prepares, monitors and analyzes other program and budget documents, including the annual work plan, the current year operating budget and program year budget plans for outyear budget development. It also performs and directs all budget execution work including the development of apportionments, allotments and allocations for fund control, and analyzes fund utilization and progress;

❖*Property and Acquisition*❖

Facilitates the effective use of the BLM's Acquisition and Property support systems. The support includes acquisition of goods and services, management of BLM assets, and the management of the mail, uniform and printing programs.

Property Management staff assists line managers to track, use, maintain and dispose of more than 120 thousand line items of personal property with an acquisition cost in excess of \$280 million; 1,300 BLM owned vehicles; 2,300 GSA assigned vehicles; over 2 million square feet of office space; and 200 quarters units for employee occupancy. Acquisition assists field and Washington Office procurement and contracting personnel in acquiring more than

1,937 contract actions worth approximately \$122.3 million for goods and services, and 85,508 small purchase actions with a total value over \$56.7 million;

❖*Headquarters Services*❖

Provides other BLM teams/employees with a wide range of support services that facilitate performance of the agency's mission. Services performed by this team include: temporary and permanent directives, records and information management, information technology services, small purchases and contracts, mail, printing, space management, uniforms, imprest and property services;

❖*Management Improvement and Evaluations*❖

Promotes the application of sound business re-engineering and quality management techniques, the development and use of performance measures by the BLM and ensures that they are consistent with those used by other natural resource management agencies in the government. It also provides training and facilitation services to BLM and intra/inter-governmental team in order to improve team performance.

❖ Field Office administrative staffs and groups in 12 States, the Service Center, National Interagency Fire Center, and the Training Center. including:

❖ *Executive and Managerial Direction* ❖

Includes State Directors and Associate State Directors, the Service Center Director and Associate Service Center Director, District Managers and Associate District Managers when they perform general managerial direction functions of the BLM's field offices;

❖ *Field Office Budget* ❖

Budget personnel, located in each BLM state office, larger district offices, and at the Service Center to operate various phases of overall budget development and execution for their organizational units;

❖ *Procurement and Property Management* ❖

Plans and directs the BLM's procurement, contracting, space management, and property management efforts to ensure responsiveness to program needs and coordination with other BLM programs. The procurement and property management staffs implement these various systems and manage the operational aspects of procurement; property management such as receiving, storing and issuing supplies; and project materials and space management required to support the organization's functions;

❖ *Personnel and Organizational Management* ❖

Develops policies and guidelines for Bureauwide personnel management activities and provides support to managers in organizational and management analysts, productivity improvement studies, and evaluation of programmatic and organizational effectiveness. This includes position classification reviews, employee relations programs, and management analysis for the BLM workforce of about 12,000 employees;

❖ *Equal Employment Opportunity (EEO)* ❖

Provides for the operation of the Bureau's EEO Administrative Remedy System, including the informal resolution and processing of allegations of discrimination, the development of the Affirmative Employment Program, coordination of the Federal Equal Opportunity Recruitment Program, and administration of other special emphasis equal opportunity projects and services;

❖ *Business Center Finance and Budget* ❖

This staff processes financial documents initiated at the various BLM offices and maintains the BLM's system of accounts and financial management reports; audits vouchers, billings and invoices; processes payments; handles receivables; and accounts for receipts. Finance personnel process approximately 158,000 payments each year. This subactivity also includes funding reimbursement of the Bureau of Reclamation for use and operation of the Federal Financial System.

❖ *The Occupational and Environmental Safety and Health Group* ❖

The Occupational and Environmental Safety and Health Group is responsible for developing and implementing programs to improve the occupational health and safety of BLM employees and public lands visitors by eliminating or reducing unsafe acts or conditions that may cause injury to people or damage to property and the environment;

❖ *Aviation Management* ❖

Provides the development and implementation of policy and procedures which facilitate the deployment of a variety of aircraft specifically to accomplish natural resource management missions. Aviation resources (both fixed wing and helicopter) are used extensively in the multiple-use management of the public lands. Approximately 40 percent of the total annual aircraft use by BLM is conducted in the administration of renewable resources' program; the remaining 60 percent is directly related to the wildland fire pre-suppression and suppression mission;

❖Records, Paperwork and Directives Management❖

These are staff at all organizational levels which maintain the official files, central records, and directives in accordance with the Bureauwide program for paperwork management. Not including library reference material, the BLM's record holdings encompass 122,508 cubic feet of records.

⑥ certain general administrative expenses of a recurring nature such as:

❖Permanent Change of Station❖

A major portion of *Permanent Change of Station Costs* that are related to interstate moves of employees at GS-13 level and above for Bureauwide Management purposes are funded through this account;

❖Interior Department Electronic Acquisition System (IDEAS)❖

This is an electronic, on-line acquisition system for preparing and submitting purchase requisitions, processing approval and recording commitments for both small purchases and contracts. This software also provides a tracking system and on-line status to all requisitions submitted to procurement for processing;

❖Occupational Safety and Health Training Initiative❖

The 12 designated agency safety and health officials within the Bureaus and the Department have identified a need for the development of exportable training packages as the most important consolidated Departmental action. These packages will cover safety and health responsibilities of all employees, including responsibilities of managers, supervisors, and collateral duty-safety officers.

Justification of Program and Performance

Activity: Workforce and Organizational Support

Subactivity: Bureauwide Fixed Costs

Table 76. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	58,303	56,166	0	0	56,166	0
FTE	0	0	0	0	0	0

◆ Objectives ◆

The Bureauwide fixed costs subactivity provides funding for certain essential support costs which are relatively uncontrollable by BLM. Because of the nature of the origination and billing arrangements for these items, it is more efficient to budget for them on a central basis. The costs include space rental payments to GSA and to private lessors, FTS 2000 charges, certain permanent change of duty station costs, rental of computer resources, mail and postal service, unemployment and injured employee compensation payments, and payments to the Department for services provided through the Departmental Working Capital Fund.

◆ 1997 Program ◆

The table at the end of the narrative section shows a breakdown of each fixed cost category and the estimated dollar amount. A brief description of each Bureauwide fixed cost category follows:

◆ Space Rental ◆

Office space list is the largest of the fixed costs. The Bureau has taken major steps to reduce space costs. Some examples include:

- Headquarters reduction of space in the Main Interior Building in Washington D.C.;
- Denver Business Centers consolidation at the Federal Center; and

- Reduction of space requirements in State Offices of Wyoming, Idaho, Alaska, and Oregon.

Future plans include:

- California State Office reduction of space;
- Colorado State Office reduction of space, as well as collocations of offices with the Forest Service;
- Nevada State Office reduction of space. And collocation with Fish and Wildlife Service and Natural Resources Science Agency;
- Montana State Office reduction of space, as well as consolidation of Billings offices; and
- New Mexico State Office sublease of 16,000 square feet of their office to the Forest Service.

Rental of general purpose office space and associated facilities are classified in two ways:

GSA Rental Space includes GSA's rent charges for rental of office, warehouse, storage, and other facilities occupied by the BLM.

Space Controlled by BLM includes rental costs for space leases that were transferred from GSA to BLM management on October 1, 1987. These leases are for facilities totally occupied by BLM personnel and are located outside of major urban centers. Departmentally-controlled space funding is included under the Departmental Working Capital Fund.

◆ General Purpose Wire Communications ◆

The FTS 2000 Intercity Service costs include the long distance voice, inter-office data service, and the FTS

electronic mail service. These costs are based on volume, time of day, and distance of each call. FTS 2000 is the inter-city carrier for the BLM. It was phased in for BLM in 1990 and currently all offices are using it. *Data Communications Service* is based upon the number of connections and length of circuits. Carriers other than FTS 2000 are used for intra-lata data communications service in some locations. Included in the data communications costs (non-FTS) are services from the local tariff provider for intra-lata service. DOINET costs for inter-lata service are included in the Departmental Working Capital Fund.

The General Purpose Commercial Telephone Service costs cover the local basic purpose commercial and the GSA consolidated (non-FTS) telephone services.

♦Mail and Postal Service♦

The U. S. Postal Service assesses the BLM for mail and postal service based on sampled usage. Even with a reduced workforce and efficiencies gained through electronic mail, the amount estimated in 1997 should be the same as in 1996 because of anticipated increases in postage rates. Next day and other express mail services are paid for by the benefiting subactivity.

♦Injured Employee Compensation♦

The amount requested for 1997 covers costs for the 12 month period ending June 30, 1995, and is paid to the Department of Labor through the Department's Employee Compensation Fund.

♦Unemployment Compensation♦

This cost, based upon historical data, is paid through the Department's Federal Employees Compensation Account of the Unemployment Trust Fund to the Department of Labor, pursuant to the Omnibus Budget Reconciliation Act of 1980 (P. L. 96-499).

♦Departmental Services♦

BLM shares the costs of common services provided in Washington and in the Main Interior Building by

the Department, such as the cost of Departmentally-controlled space, central support management services, building security, OAS aircraft services, DOINET, telecommunication management, and Safety and Health Training. Wildland Fire Management covers an additional \$415,000 of the OAS aircraft charges.

♦GSA Consumer Information♦

BLM shares the cost with the Department for stockpiling and distributing publications by GSA's Consumer Information Center in Pueblo, Colorado.

Table 77. Bureauwide Fixed Costs Summary (\$ 000s).

Program Element	1996 President's Budget	Uncontrollable Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Changes From 1996 (+/-)
Space Rental	(36,619)		(-1,822)	(34,797)	(-1,822)
GSA Rental Space	22,514		-1,830	20,684	-1,830
Space Controlled by BLM	14,105		+8	14,113	+8
General Purpose Wire Communications	(7,870)	--	(+615)	(8,485)	(+615)
FTS	3,536	--	+1,049	4,585	+1,049
Commercial Telephone	4,120	--	-420	3,700	-420
Facsimile Equipment	214	--	-14	200	-14
Mail and Postal Service	1,933	--	0	1,933	0
Injured Employee Compensation	5,368	--	+412	5,780	+412
Unemployment Compensation	3,147	--	+676	3,823	+676
Departmental Working Capital Fund	1,216	--	+119	1,335	+119
GSA Consumer Information	13	--	0	13	0
Total	56,166	0	0	56,166	0

Justification of Program and Performance**Activity: Mining Law Administration (From Fees)****Table 78. Activity Summary (\$000s).**

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
Mining Law Admin. \$	[26,599]	[32,650]	0	[-350]	[32,300]	[-350]
FTE	368	455	0	0	455	0

◆ Authorizations ◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1711, 1732, 1744, 1782) (FLPMA), provides for preparing and maintaining an inventory of public lands resource values; authorizes the Secretary to prevent unnecessary or undue degradation of the public lands; and provides for recording mining claims and receiving evidence of annual assessment work.

The General Mining Law of 1872, as amended (30 U.S.C. 22, et seq.) provides for locating and patenting mining claims where a discovery has been made for locatable minerals (e.g., gold, silver, copper, nickel, zinc, lead) on public lands in specified States, mostly in the West.

The Act of March 3, 1879, as amended, (43 U.S.C. 31(a)) provides for the inventory and classification of the public lands and examination of the mineral resources and products of the national domain.

The National Environmental Policy Act of 1969 (42 U.S.C. 4321, 4331-4335, 4341-4347) (NEPA) requires preparation of environmental impact statements for Federal actions having a significant effect on the environment.

The Mining and Minerals Policy Act of 1970, (30 U.S.C. 21a) (30 U.S.C. 1601, et seq.) sets out the policy of fostering development of economically stable

mining and mineral industries, and studying methods for waste disposal and reclamation.

The Department of the Interior and Related Agencies Appropriations Act for 1989 (43 U.S.C. 1474) provided that receipts for 1989 and thereafter from administrative fees (service charges) established by the Secretary of the Interior for processing actions relating to the administration of the General Mining Laws shall be immediately available to BLM for Mining Law Administration program operations.

The Omnibus Budget Reconciliation Act of 1993 (P.L. 103-66) established an annual \$100 per claim maintenance fee for unpatented mining claims and sites through FY 1998. The law allows a waiver from the fee for those claimants who hold 10 or fewer claims. The Act also established a \$25 per claim location fee for new claims, to be paid at the time of recordation.

The Department of the Interior and Related Agencies Appropriations Act for 1994 (P.L. 103-138) provided that funds shall be available to BLM for Mining Law Administration program operations, to be reduced by amounts collected from annual claim fees.

◆ Objectives ◆

The objectives of the Mining Law Administration Program are to:

- record and maintain current records of unpatented mining claims, mill and tunnel sites, as required by §314 of the *Federal Land Policy and Management Act* of 1976;
- collect maintenance and location fees, and take action to declare claims abandoned and void for failure to pay the fees;
- prevent unnecessary and undue degradation of the public lands by carrying out the surface management regulations for the public lands (43 CFR 3802/3809) through processing plans of operation and notices for mineral exploration and development;
- ensure compliance with the terms of plans of operation and related state and local regulations by conducting a comprehensive program of inspections and enforcement actions where necessary;
- use BLM's bonding and cyanide management policies to assure that all surface disturbance for operations requiring a plan of operation will be reclaimed to prevent unnecessary or undue degradation of public lands;
- abate unauthorized occupancy of mining claims;
- abate mineral trespass by doing validity examinations on operations that might be mining common variety minerals on mining claims;
- determine valid existing rights in wilderness areas under BLM administration, and review and process valid existing rights determinations prepared by other agencies, and;
- perform mineral examinations of grandfathered mineral patent applications.

♦ 1996 Program ♦

An estimated 305,000 actively maintained mining claims exist on public lands. These claims are filed under the provisions of the General Mining Law of 1872. As part of Mining Law Administration, BLM: determines the validity of unpatented mining claims; prepares mineral patents for issuance by the Secretary; initiates contest actions; prepares miner-

al potential reports for land and realty actions; enforces surface management and environmental requirements following BLM approved mining plans of operation; enforces bonding requirements to assure that proper reclamation occurs after a site has been mined; records new mining claim locations; and, collects location and annual maintenance fees, or, annual assessment filings.

The Administration will continue to work with Congress to achieve reform of the Mining Law by Congressional action. In the interim, we support continuing the moratorium on patenting mining claims that was imposed in the *Department of the Interior and Related Agencies Appropriations Act* for 1995.

♦ Mining Claims on Public Lands ♦

Under §314 of FLPMA (43 U.S.C. 1744), the BLM has recorded more than 2.7 million mining claims and mill sites since 1976.

Beginning in 1993, claimants holding more than 10 claims were required to pay a \$100 annual "rental" fee per mining claim and site in lieu of performing \$100 of assessment work as previously required under the General Mining Law of 1872 and filing an annual affidavit of assessment work previously required under FLPMA. The *Omnibus Budget Reconciliation Act* of 1993 contained a provision that essentially continued the annual \$100 per claim "maintenance" fee through 1998. Claimants are required to pay the maintenance fee at the time any new claim is recorded and on an annual basis for existing claims. The Act also requires a \$25 per claim "location" fee for new claims, to be paid at the time of recordation. The 1997 budget proposes the continuation of these fees beyond 1998, adjusted annually for inflation.

In addition, those recording a new claim will pay a \$10 service charge. The Act allows a waiver from the fee for those claimants who hold 10 or fewer maintenance claims. Those eligible to file an annual affidavit of assessment work will still pay a \$5 service charge..

At the start of 1993, about 760,000 unpatented claims were considered active. At the end of 1993, rental fees were paid or exemptions granted on approximately 300,000 claims. Since then, because of relocations, BLM estimates there are currently approximately 305,000 active claims. This illustrates the impact of the new fees on the number of active mining claims by confirming the interest of claim-holders in developing unpatented mining claims.

♦Processing Patent Applications♦

The Department of the Interior and Related Agencies Appropriations Act for 1995 imposed a one-year moratorium on receipt and processing of certain patent applications. This action does not affect 368 of the currently pending patent applications. This backlog of patent applications will take several years to complete at current staffing levels, even though there is a moratorium on accepting and processing new applications. This moratorium was continued by the current Continuing Resolution (PL 104-99)¹.

Under the General Mining Law of 1872, when a mining claimant believes a valuable mineral deposit exists, the claimant may apply for patent to obtain title to the claim. Processing the application by BLM involves: (1) adjudication to ensure that the patent application is complete; and (2) field mineral examination to ensure that on-the-ground evidence supports the application and provides information needed to issue either a patent or initiate contest proceedings to decide mining claim validity. Often, processing mineral patent applications and mining claim validity determinations can become complex and costly, and involve extensive legal review and technical evaluation of economics, mining techniques, and mineral resource values. Such proceedings may take several years to complete. Often, the age of an on-file patent application is due, in part, to the applicant's failure to file a complete application.

As of September 30, 1995, BLM had 598 mineral patent applications pending, involving 8,069 claims encompassing approximately 228,000 acres. Of these, the first half of mineral entry final certificate

has been issued on 363 applications. Secretarial Order 3163 (March 2, 1993) revoked existing delegations that allowed BLM officials to issue first half certificates and patents. This action was taken to enable the Secretary to assume authority for the review and issuance of such documents. BLM will continue to process patent applications that are not affected by the moratorium to the point where the application is either rejected or presented to the Secretary for approval.

Table 79. Age of On-File Patent Applications (as of September 30, 1995).

Age	0 - 1.9 years	2.0 - 2.9 years	3.0 - 4.9 years	More than 5 years
Number of applica- tions	86	142	189	181

♦Surface Management on Unpatented Mining Claims♦

Under §302(b) and §603 of FLPMA, BLM administers surface management regulations (43 CFR 3802/3809) designed to prevent undue or unnecessary degradation of the public lands resulting from operations conducted under the mining laws. For all operations other than "casual use," regulations require that either a "plan of operations" or a "notice," depending on the size of the area of disturbance, be filed with BLM. In designated sensitive areas, including wilderness study areas and Areas of Critical Environmental Concern (ACECs), a plan of operations is required for all surface disturbing operations except casual use, to ensure proper site reclamation and to prevent impairment of wilderness and other sensitive values.

When BLM receives a plan of operation or notice for mining operations, it must approve the plan of operation within 30 days, and review the notice within 15 days. Notices do not require BLM's approval. Their purpose is to alert BLM to allowable surface disturbing activity of less than 5 acres. Field examinations, resource assessments, and environmental analyses are required before the approval of plans. Validity examinations of mining claims in

¹ In this section, the current continuing resolution is in effect through March 15, 1996.

designated wilderness areas and wilderness study areas are required before approving notices or plans of operations.

A validity determination is a mineral examination to decide whether an unpatented mining claim meets all requirements for a discovery of valuable locatable minerals under the mining laws. Validity determinations are conducted when it is in the public interest to do so. Most validity determinations are done on mining claims in wilderness areas when an activity is proposed by mining claimants.

♦*Inspection and Enforcement*♦

Each plan of operation authorized under 43 CFR 3802/3809 requires periodic inspections on the ground to ensure that the operation is in conformance with the approved plan. Operations acting under a notice filed under 43 CFR 3809 require periodic inspections to ensure that unnecessary or undue degradation is not occurring and that reclamation is being done. The program goal is to inspect all producing operations using cyanide as an extracting agent for gold and silver ore on at least a quarterly basis. BLM's policy is to inspect all other producing operations and all nonproducing surface-disturbing activities every six months.

Increased emphasis is being placed on this effort to ensure conformity with established standards for acceptable exploration, mining, and reclamation practices by operators, to ensure appropriate levels of coordination and cooperation with States and other Federal agencies for a coherent and consistent inspection program, and to prevent unnecessary or undue degradation to the public lands.

♦*Bonding and Reclamation*♦

The BLM's current bonding policy for all mining operations requires mandatory bonding for all plan-level mining operations. Mining operations shall be bonded at whatever level required by the State; when a BLM bond is required, operations will be bonded at the cost to reclaim, not to exceed \$2,000 per acre. Exploration operations shall be bonded at whatever level is required by the State; when a BLM bond is required, operations will be

bonded at the cost to reclaim, not to exceed \$1,000 per acre. Mine operators using cyanide and other leachates are required to post a bond equal to 100 percent of BLM's estimate of reclamation costs required by State or Federal regulators. The bonding initiative helps to build consistency in the surface management program and ensure the conduct of adequate environmental protection and reclamation on mining operations.

♦*Mining Claim Occupancy*♦

The BLM has proposed rules (43 CFR 3715) to define use and occupancy of unpatented mining claims and mill sites and to define and prohibit non-mining uses on such claims. The proposed rules would also define activities related to prospecting, mining, or processing operations, and uses reasonably incident, and establish conditions for determining whether these criteria are met.

♦Reimbursable Mining Law Administration Fees♦

The 1997 Budget Request is \$32,300,000 and 535 FTE.

The *Department of the Interior Appropriations Act of 1989* (43 U.S.C. 1474) provided that the revenues from service charges for mining claim recordation (MCR) and mineral patent processing be made available to BLM as reimbursable funds to help in covering operational expenses. The *Department of the Interior and Related Agencies Appropriations Act for 1993* limited the service charges collected in 1994 and thereafter to those fees related to recording new claims, transfers, patent applications, exemptions for claimants holding 10 or fewer claims, and other fees not related to the annual rental fee, thereby reducing the amount of service charges collected by BLM.

Under the *Omnibus Budget Reconciliation Act of 1993*, to hold a mining claim, claimants holding 10 or more claims pay the maintenance fee for 1996 by August 31, 1995. For purposes of estimating receipts, the budget includes maintenance fees on 300,000 ongoing claims at \$100 and 40,000 new claims at \$125 which will generate approximately \$32 million in revenue. The Department proposes to continue funding the mining law administration program from the fees collected as operating receipts.

♦♦Justification of 1997 Program Changes♦♦

Table 80. 1997 Program Changes (\$ 000s).

	1997 Budget Request	Program Changes (+/-)
\$(000)	[32,300]	[-350]
FTE	455	0

The 1997 Budget Request is \$32,300,000 and 455 FTE, a program decrease of up to \$350,000 from the 1996 Conference Level. This is due to a decrease in the amount of receipts projected to be received for 1997 and is related to the decrease in the number of claims (from 330,000 to 305,000, numbers rounded).

However, the terms of P.L. 104-99 (the current continuing resolution) require that all accounts that resulted from specific appropriations language must continue under the 1995 terms and conditions. One of these terms specifically authorized BLM to spend up to \$26,599,000 from receipts derived from mining law fees. Therefore, in the period of time to which P.L. 104-99 applies, we are constrained to spend no more than the 1995 authorization. This level is about \$6 million less than the proposed authorization to spend fees—in the amount of \$32,650,000—contained in the 1996 Conference Report.

When the difference between the level of receipt expenditure as authorized in P.L. 104-99 and the 1996 Conference Report is added to the expected decrease in the amount of receipts received in 1997, the program actually is *increased* by \$5.701 million. This increase is proposed to be used to improve administration of the program under current authority, consistent with the initiatives noted above, e.g. implementation of use and occupancy regulations, conducting mineral examinations, facilitating improved coordination with States, and assuring that standards for accepted practices are met.

Table 81. Mining Law Administration—Performance Indicators 1995, 1996, 1997.

Performance Indicators	1995 Actual	1996 Policy Estimate	1997 Budget Request	Change From 1996 (+/-)
Mineral patents processed (# cases)	74	74	100	0
Non-Patent Validity examinations (# claims examined)	0	0	100	0
Surface Management (# plans/notices)	1,292	1,292	1,300	0
New mining claims recorded (# per year)	35,093	35,093	35,093	0
Annual filings (# processed)	21,336	21,336	21,336	0
Claim Rentals (# processed)	262,899	262,899	262,899	0
Small Miner Waivers (# processed)	6,130	6,130	6,130	0
Inspection (# inspection reports)	542	542	2,500	0
Enforcement (# decisions)	0	0	25	0

*Justification of Program and Performance***Activity: Automated Lands and Minerals Records System****Table 82. Activity Summary.**

	1995 Actual	1996 Estimate to Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	69,179	51,000	+207	-9,000	42,207	-8,793
FTE	198	198	0	0	198	0

◆ Authorizations ◆

The Paperwork Reduction Act of 1980 (44 U.S.C. 3501–3520) provides National Federal information policy and, as part of this policy, ensures that automatic data processing and telecommunications technologies are acquired and used to improve service delivery and productivity, and reduce the information processing burden for the Federal government and the public.

◆ Objectives ◆

ALMRS seeks to (1) modernize the BLM's information technology infrastructure and (2) automate BLM's extensive Federal land and mineral record processing activities. The goals of ALMRS are to:

- deploy a modern system of computer hardware and software throughout the BLM to provide basic office automation capabilities for all BLM offices;
- electronically interconnect all BLM offices and provide electronic connections to the Department of the Interior, the public and other organizations (through the Internet);
- make BLM's Federal land and mineral records electronically accessible to the public, private corporations, and state and local governments;
- improve the speed and accuracy of BLM's land and mineral record processing activities;
- preserve valuable land and mineral records, which are deteriorating through time and heavy use, thereby avoiding a costly program to replace or restore invaluable land and mineral ownership records;

- enable more than one person to access BLM's land and mineral records at the same time, thereby increasing BLM's efficiency and the public's access to these important records, and
- link legal land descriptions, geographic coordinates (latitude and longitude), land and mineral ownership, and resource data to provide a complete picture of the public land's current use and availability for future use.

◆ Background ◆

Automation of BLM's land and mineral case processing activities began in earnest during the energy exploration boom of the early 1980's. BLM soon realized that a more comprehensive automation effort was required and, in the mid-1980's, the ALMRS concept was born. During the late 1980's, BLM also began to see the need to modernize all of its business processes and ALMRS became part of a larger bureau modernization effort. During 1989 and 1990, discussions with the Office of Management and Budget led a reduction in the scope of the BLM Modernization project to the current ALMRS/Modernization project. In May 1991, the BLM issued a request for proposal and in April, 1993 awarded the ALMRS/Modernization contract.

In early 1994, the bureau began installing commercial hardware and software to build a modern information technology infrastructure, or "Information Highway", throughout the BLM. The deployment of the infrastructure is scheduled for completion in July of 1996. With the completion of the infrastructure, all BLM offices will have modern office automation capabilities. Each office will also

be able to communicate electronically with all other BLM offices, other offices within the Department of the Interior, and any individual or organization with access to the Internet.

In 1994, the bureau also began the conversion or "rehosting" of approximately one dozen of its most important management and administrative systems, such as time and attendance reporting and Wild Horse and Burro Adoption, to operate on the new hardware and software. This conversion will be completed by the Summer of 1996.

In the Summer of 1994, the BLM provided the specifications for the Initial Operating Capability (IOC) of ALMRS to the contractor. The contractor completed design and construction of the IOC in late 1995 and the IOC is currently undergoing testing prior to deployment throughout the BLM in 1997. Data collection to support the expanded ALMRS land and mineral record processing capabilities began in the 1980's and will continue through 1996. Conversion of data from older automated land and mineral record systems, such as the BLM's Case Recordation system, is scheduled for completion in 1996.

◆ 1997 Program ◆

The 1997 program completes the development and deployment phases of the ALMRS/Modernization project by deploying the Initial Operating Capability of ALMRS throughout the Bureau of Land Management. The BLM will first upgrade the information technology infrastructure to support the custom software developed by the contractor to automate the bureau's land and mineral record processing. This custom software will then be installed on state by state basis until the last installation is complete near the end of 1997. Following the final software installation, the project enters an operation and maintenance phase.

◆ ALMRS Data Automation ◆

The BLM's public land records cover land and mineral ownership for more than 570 million acres, for which BLM has surface and/or subsurface management responsibilities for the Federal govern-

ment. The BLM maintains over 1 billion land and mineral records dating back to almost the birth of our nation. These records include: legal land descriptions (townships, government lots, and other surveys) based on the Public Land Survey System; surface and subsurface land and mineral ownership and entitlement records, such as oil and gas leases, mining claims, and grazing and firewood gathering permits; and withdrawal records, which identify land withdrawn from one or more uses. Under ALMRS, all of this information is combined, for the first time, in a single database—thus significantly improving the accuracy of Federal land and mineral data. This combined data is used by the BLM to determine the land's "status", i.e., the availability of a given tract of land or its resources for governmental or private use.

BLM's Geographic Coordinate Data Base, an integral part of the ALMRS project, establishes geographic coordinates (latitude, longitude, and elevation) for the survey corners established by the cadastral surveys of the public lands Survey System. GCDB thus allows, for the first time, any other data that also contains geographic coordinates, such as oil and gas leases, mining claims, wildlife habitat, to be accurately displayed together on a computer terminal or printed on a paper map to depict the current status, including potential land use conflicts, of a tract of land. This capability is absolutely invaluable in making land use decisions, not only for the BLM, but for all Federal, state, and local government land managers.

ALMRS has also been designed to improve BLM's land and mineral case processing activities. ALMRS improves the efficiency of the BLM employees maintaining the land and mineral records by automating many of their manual case processing activities. ALMRS also improves the quality of BLM's case processing operations by capturing, in its case processing rules, the expertise of numerous BLM land and mineral record experts—many of whom are nearing retirement.

ALMRS will dramatically improve both public and private sector access to BLM's Federal land and mineral records. Currently, access to BLM's land and mineral records occurs only at one of the

Bureau's state, district or resource area offices. In many instances, individuals must actually visit these BLM offices to obtain information and file applications for leases or permits. ALMRS provides the foundation required to make BLM's Federal land and mineral records available to anyone with access to the Internet. It will thus be possible to access BLM land and mineral record information from anywhere in the world.

Finally, ALMRS will provide substantial savings or cost avoidance for state and local governments. The following examples illustrate only two of the potential cost savings for state and local governments:

- ① Individual counties have reported savings of as much as \$300,000 by using BLM's GCDB data to avoid costly land surveys.
- ② Using ALMRS and GCDB data to site roads, counties have identified potential conflicts prior to conducting on-the-ground surveys resulting in fewer resurveys and lower survey costs.

◆Project Management◆

To develop and deploy the ALMRS/Modernization components, BLM follows a "Life Cycle" management approach which is consistent with Federal Information Processing Systems (FIPS) standards from the National Institute of Standards and Technology. BLM also works closely with the Department of the Interior and the Office of Management and Budget to develop and monitor major project milestones and verify project progress. In response to language in the draft 1996 appropriations language for ALMRS/Modernization, BLM has contracted with Mitretek Corporation to conduct an independent verification and validation of the ALMRS/Modernization project. This activity will culminate in an independent Operational Assessment Test and Evaluation (OAT&E) prior to the deployment of ALMRS IOC in 1997.

◆ALMRS/Modernization Project Implementation Schedule◆

Major milestones in the ALMRS/Modernization project implementation schedule are coordinated

with the Department of the Interior and the Office of Management and Budget.

In summary, the 1997 budget installs upgrades of hardware, software, and telecommunications necessary for the deployment of the Initial Operating Capability (IOC) of ALMRS, and begins the operational phase of ALMRS. This involves the following specific activities:

Install ALMRS Upgrades

Install commercial hardware, software and telecommunications upgrades to support the deploy-

Table 83. ALMRS Milestone Schedule.

Event (those rows bolded are completed actions)	Date	Fiscal Year
<i>Completion of Data Collection and Preparation for:</i>		
Legal Land Description	9/90	1990
Land Status	9/92	1992
GCDB	12/96	1997
<i>ALMRS Core Prototype Software Development</i>		
Begin	1/91	1991
Complete	6/92	1992
<i>ALMRS/Modernization Contract</i>		
Issue RFP	5/91	1991
Award Contract	4/93	1993
<i>Installation of Phase 1 ("The Information Highway")</i>		
Begin	12/93	1994
Complete	7/96	1996
<i>ALMRS Initial Operating Capability Development & Testing</i>		
Begin	6/94	1994
Complete	9/96	1996
<i>ALMRS Bureauwide Implementation (Installation of Phase 2)</i>		
Begin	10/96	1997
Complete	9/97	1997

ment of the custom ALMRS IOC software throughout the Bureau. Install final firewall configurations to protect BLM data and business processes from unauthorized access from the Internet and other external networks.

Train Program Personnel

Provide training for lands and mineral program personnel, public users, and other Federal, state and local governmental agencies in the use of ALMRS. Train technical IRM staffs to maintain the ALMRS IOC databases and operating environment. Initial certification of IRM personnel to operate and maintain the ALMRS/Modernization hardware and software will be completed by the end of 1997.

Transition to Modernization Operations and Maintenance

Transition all remaining applications from the Honeywell computers to the ALMRS/Modernization platform. Begin routine ALMRS/Modernization operation and maintenance activities.

Manage the ALMRS / Modernization Project and Administer the Contract

Manage the remaining tasks of the project and administer the ALMRS/Modernization contract.

♦♦ Justification of 1997 Program Changes ♦♦

Table 84. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$(000)	42,000	-9,000
FTE	0	0

The 1997 Budget request is \$42,000,000, a program decrease of \$1,000,000. The decrease is deferred funding in accordance with the ALMRS Project life cycle funding agreement of September 1993 between BLM, DOI, and OMB. The funding decrease from 1996 reflects a reduced need due to the project reaching the following major milestone:

- (1) installation of the basic information technology infrastructure or "information highway",
- (2) completion of initial data collection,
- (3) conversion of management and administrative systems to the new infrastructure, and
- (4) completion of the first release of the ALMRS IOC software.

The decrease also represents the transition from a project office to an operation and maintenance organization.

Summary of Requirements by Object Class

Appropriation: Management of Lands & Resources

Object Class	1996 Enacted		Uncontrollable & Related Changes		Program Changes		1997 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Direct Obligations:								
11.1 Full-time permanent		277,500		2,800		5,600		285,900
11.3 Other than full-time permanent		15,000		30		(30)		15,000
11.5 Other personnel compensation		3,000		--		1,000		4,000
11.8 Special personal svcs payments		3,000		--		0		3,000
11.9 Total personnel compensation	6,853	298,500	0	2,830	127	6,570	6,980	307,900
12.1 Civilian personnel benefits		68,000		--		(8,500)		59,500
13.0 Benefits for former personnel		5,000		--		1,000		6,000
21.0 Travel & transportation of persons		13,500		--		(3,500)		10,000
22.0 Transportation of things		9,000		--		(1,000)		8,000
23.0 Rental payments to GSA		15,000		0		0		15,000
23.2 Rental payments to others		10,000		--		0		10,000
23.3 Communications, utilities, & misc		14,000		--		1,000		15,000
24.0 Printing and reproduction		3,000		--		0		3,000
25.2 Other services		90,500		0		3,600		94,100
26.0 Supplies and Materials		10,000		--		0		10,000
31.0 Equipment		30,000		--		5,330		35,330
32.0 Lands and structures		1,000		--		500		1,500
41.0 Grants, subsidies, & contributions		500		--		0		500
42.0 Insurance claims & indemnities		62		--		0		62
99.9 Total, direct obligations	6,853	568,062	0	2,830	127	5,000	6,980	575,892
Reimbursable Obligations:								
11.1 Full-time permanent		5,030		140		--		5,170
11.3 Other than full-time permanent		900		100		--		1,000
11.5 Other personnel compensation		100		400		--		500
11.8 Special personal svcs payments		0		0		--		0
11.9 Total personnel compensation	40	6,030	0	640	0	0	40	6,670
12.1 Civilian personnel benefits		1,010		(195)		--		815
21.0 Travel & transportation of persons		1,000		--		--		800
22.0 Transportation of things		0		--		--		0
23.0 Rental payments to GSA		0		--		--		0
23.2 Rental payments to others		0		--		--		0
23.3 Communications, utilities, & misc		100		100		--		200
24.0 Printing and reproduction		100		100		--		200
25.2 Other services		31,910		(645)		--		31,265
26.0 Supplies and Materials		500		0		--		500
31.0 Equipment		300		--		--		500
32.0 Lands and structures		0		0		--		0
41.0 Grants, subsidies, & contributions		100		0		--		100
99.9 Total, reimbursable obligations	40	41,050	0	0	0	0	40	41,050

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code: 14-1109-0-1-302		1995 actual	1996 estimate to date	1997 estimate
Obligations by program activity:				
Direct program:				
00.01	Land Resources.....	117,800	117,198	125,077
00.02	Wildlife and Fisheries.....	26,811	26,072	27,578
00.03	Threatened and Endangered Species.....	16,674	17,139	16,709
00.04	Recreation Management.....	42,625	45,848	46,443
00.05	Energy and Minerals.....	72,291	69,762	68,346
00.06	Realty and Ownership Management.....	75,629	72,053	68,556
00.07	Resource Protection and Maintenance.....	69,369	66,272	67,470
00.08	Automated Land and Mineral Records System.....	76,146	52,975	42,741
00.09	Workforce and Organizational Support.....	130,012	120,666	118,216
00.10	Alaska Minerals Assessment.....	0	2,077	2,036
00.91	Total direct program.....	627,357	590,062	583,172
01.01	Reimbursable program.....	41,020	45,000	45,000
10.00	Total obligations.....	668,377	635,062	628,172
Budgetary resources available for obligation:				
21.40	Unobligated balance available, start of year.....	30,339	29,280	7,280
22.00	New budget authority (gross).....	636,575	613,062	620,892
22.10	Resources available from recoveries of prior year obligations.....	49,931	0	0
22.30	Unobligated balance expiring.....	(19,188)	0	0
23.90	Total budgetary resources available for obligations.....	697,657	642,342	628,172
23.95	New obligations.....	(668,377)	(635,062)	(628,172)
24.40	Unobligated balance available, end of year.....	29,280	7,280	0

**DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)**

Identification code: 14-1109-0-1-302		1995 actual	1996 estimate to date	1997 estimate
New budget authority (gross), detail:				
Current authority:				
40.00	Appropriation (general fund).....	595,948	564,062	572,872
40.20	Appropriation (special fund).....	1,459	4,000	3,020
40.35	Appropriation rescinded.....	(1,281)	0	0
41.00	Transferred to other accounts [14-103600].....	(600)	0	0
43.00	Appropriation (total).....	595,526	568,062	575,892
Permanent authority:				
Spending authority from offsetting collections:				
68.00	Offsetting collections.....	41,049	45,000	45,000
70.00	Total new budget authority.....	636,575	613,062	620,892
Change in unpaid obligations:				
72.40	Unpaid obligated balance, start of year.....	121,570	84,918	100,311
73.10	New obligations.....	668,377	635,062	628,172
73.20	Total outlays (gross).....	(655,098)	(619,669)	(629,084)
73.45	Adjustments in unexpired accounts.....	(49,931)	0	0
74.40	Unpaid obligated balance, end of year.....	84,918	100,311	99,399
Outlays (gross), detail:				
86.90	Outlays from new current authority.....	542,410	471,491	477,990
86.93	Outlays from current balances.....	71,639	103,178	106,094
86.97	Outlays from permanent authority.....	41,049	45,000	45,000
87.00	Total outlays, gross.....	655,098	619,669	629,084
Offsets:				
Against gross budget authority and outlays:				
Offsetting collections from:				
88.00	Federal sources.....	14,049	14,000	14,000
88.40	Non-Federal sources.....	27,000	31,000	31,000
88.90	Total, offsetting collections.....	41,049	45,000	45,000
Net budget authority and outlays:				
89.00	Budget authority	595,526	568,062	575,892
90.00	Outlays.....	614,049	574,669	584,084

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code: 14-1109-0-1-302		1995 actual	1996 estimate to date	1997 estimate
Direct obligations:				
Personnel compensation:				
11.1	Full-time permanent.....	273,932	277,500	285,900
11.3	Other than full-time permanent.....	11,387	15,000	15,000
11.5	Other personnel compensation.....	4,001	3,000	4,000
11.8	Special personal services payments.....	5,884	3,000	3,000
11.9	Total personnel compensation.....	295,204	298,500	307,900
12.1	Civilian personnel benefits.....	70,901	70,000	60,000
13.0	Benefits for former personnel.....	7,032	7,000	6,000
21.0	Travel and transportation of persons.....	15,633	14,000	10,000
22.0	Transportation of things.....	12,000	9,000	8,000
23.1	Rental payments to GSA.....	25,115	23,600	22,600
23.2	Rental payments to others.....	15,834	10,000	10,000
23.3	Communications, utilities, and miscellaneous charges.....	13,669	14,000	15,000
24.0	Printing and reproduction.....	2,199	2,500	3,000
25.2	Other services.....	110,073	96,862	86,610
26.0	Supplies and materials.....	15,507	13,000	10,000
31.0	Equipment.....	42,805	30,000	42,000
32.0	Land and structures.....	908	1,000	1,500
41.0	Grants, subsidies, and contributions.....	431	500	500
42.0	Insurance claims and indemnities.....	46	100	62
99.0	Subtotal, direct obligations.....	627,357	590,062	583,172

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code: 14-1109-0-1-302		1995 actual	1996 estimate to date	1997 estimate
Reimbursable obligations:				
Personnel Compensation:				
11.1	Full-time permanent.....	5,016	5,030	5,170
11.3	Other than full-time permanent.....	937	900	1,000
11.5	Other personnel compensation.....	113	100	100
11.8	Special personal services payments.....	22	0	0
11.9	Total personnel compensation.....	6,088	6,030	6,270
12.1	Civilian personnel benefits.....	1,329	1,000	800
13.0	Benefits for former personnel.....	6	10	15
21.0	Travel and transportation of persons.....	678	1,000	800
23.3	Communications, utilities, and miscellaneous charges.....	43	100	200
24.0	Printing and reproduction.....	37	100	200
25.2	Other services.....	32,079	35,860	35,615
26.0	Supplies and materials.....	432	500	500
31.0	Equipments.....	255	300	500
41.0	Grants, subsidies, and contributions.....	73	100	100
99.0	Subtotal, reimbursable obligations.....	41,020	45,000	45,000
99.9	Total obligations.....	668,377	635,062	628,172

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Personnel Summary

Identification code: 14-1109-0-1-302	1995 actual	1996 estimate to date	1997 estimate
Direct: Total compensable workyears:			
Full-time equivalent employment.....	6,950	6,853	6,980
Full-time equivalent of overtime and holiday hours.....	56	56	56
Reimbursable: Total compensable workyears:			
Full-time equivalent employment.....	196	193	193
Full-time equivalent of overtime and holiday hours.....	3	3	3

Appropriation: Wildland Fire Management*Appropriation Language Sheet*

For necessary expenses for fire use and management, fire preparedness, suppression operations, and emergency rehabilitation by the Department of the Interior, \$247,924,000, to remain available until expended, of which not to exceed \$5,025,000 shall be for the renovation or construction of fire facilities: Provided, That such funds are also available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes: Provided further, persons hired pursuant to 43 U.S.C. 1469 may be furnished subsistence and lodging without cost from funds available from this appropriation: Provided further, That unobligated balances of amounts previously appropriated to the "Fire Protection" and "Emergency Department of the Interior Firefighting Fund" may be transferred to this appropriation.

Appropriation Language Citations

For, necessary expenses for fire use and management, fire preparedness, suppression operations, and emergency rehabilitation by the Department of the Interior, \$247,924,000, to remain available until expended, of which not to exceed \$5,025,000 shall be for the renovation or construction of fire facilities: Provided, That such funds are also available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes: Provided further, persons hired pursuant to 43 U.S.C. 1469 may be furnished subsistence and lodging without cost from funds available from this appropriation: Provided further, That unobligated balances of amounts previously appropriated to the "Fire Protection" and "Emergency Department of the Interior Firefighting Fund" may be transferred to this appropriation.

16 U.S.C. 1;
16 U.S.C. 594;
16 U.S.C. 668dd - 668ee;

42 U.S.C. 1856;

42 U.S.C. 5121;

16 U.S.C. 3101;

43 U.S.C. 1748;

25 U.S.C. 3101;

P. L. 93-638;

P. L. 103-413;

P. L. 103-332;

Section 102 of the General Provisions of the Annual Appropriations Act for the Department of the Interior and Related Agencies;

P. L. 104-91, 104-92, 104-99.

The National Park Service Organic Act (16 U.S.C. 1) provides basic authority for fire protection and suppression on National Park system lands.

The Timber Protection Act of 1922 (16 U.S.C. 594)

provides for mutual aid in fire protection.

The National Wildlife Refuge System Administration Act of 1966 (16 U.S.C. 668dd-668ee) constituted an "Organic Act" for the National Wildlife Refuge System by providing guidelines and directives for administration and management of all areas in the system, including "wildlife refuges, areas for the protection and conservation of fish and wildlife that are threatened with extinction, wildlife ranges, wildlife management areas, and waterfowl production areas."

The Reciprocal Fire Protection Agreement Act of 1955 (42 U.S.C. 1856) provides authority for mutual aid in fire protection and allows for emergency assistance in the vicinity of agency facilities in extinguishing fire when no agreement exists.

The Disaster Relief Act of May 22, 1974 (42 U.S.C. 5121) authorizes Federal agencies to assist State and local governments during emergency or major disaster by direction of the President.

The Alaska Native Claim Settlement Act of 1971, as amended by the Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3101 et. seq.) provides that as long as there are no substantial revenues from those lands, Alaska Native Corporation lands will receive wildland fire protection services from the United States at no cost.

The National Indian Forest Resources Management Act of 1990 (25 U.S.C. 3101) provides BIA with authority for fire protection and suppression on Indian Trust Lands.

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1748) provides for protection of public lands and resources from destruction by fire.

P. L. 93-638 authorizes contracting of DOI projects and programs.

The Tribal Self Governance Act of 1994, P. L. 103-

413, establishes a program with DOI known as tribal "self-governance", authorizing the compacting of Interior programs.

Section 102 of the General Provisions of the Annual Appropriations Act for the Department of the Interior and Related Agencies authorizes the Secretary to transfer funds from other Department accounts for the suppression or emergency prevention of forest or range fires on or threatening the public lands and for the rehabilitation of burned lands.

Continuing Resolutions, P. L. 104-91, 104-92, 104-99, provide funding for BLM in 1996, based upon levels in P. L. 103-32, the Department of the Interior and Related Agencies Appropriations Act for 1995.

◆ Appropriation Description ◆

This appropriation provides funding for the Department's wildland fire management program. The wildland fire management program is guided by the principles and policies of the Federal Wildland Fire Management Policy and Program Review, adopted by the Secretaries of the Interior and Agriculture in December of 1995.

The Department's program recognizes that fire is a critical natural process that is integrated into land and resource management plans and activities on a landscape scale, across agency boundaries, and based on the best available science. Wildland fire is used to protect, maintain, and enhance resources, and as nearly as possible, is allowed to function in its natural ecological role. The Department's program ensures the capability to provide safe, cost-effective fire management through appropriate planning, staffing, training, and equipment. Fires are suppressed at minimum cost considering firefighter and public safety, benefits, and values to be protected, consistent with resource objectives.

Nine principles are fundamental to the success of wildland fire management:

- Firefighter and public safety is the first priority in every fire management activity.
- The role of wildland fire as an essential ecological process and natural change agent will be incorporated into the planning process.
- Fire management programs, plans, and activities support land and resource management plans and their implementation.
- Sound risk management is a foundation for all fire management activities.
- Fire management programs are economically viable, based upon values to be protected, costs, and land and resource management objectives.
- Fire management plans and activities are based upon the best available science.
- Fire management plans and activities incorporate public health and environmental quality considerations.
- Federal, state, tribal, and local interagency coordination and cooperation are essential.
- Standardization of policies and procedures among Federal agencies is an ongoing objective.

The program is comprised of two activities: Preparedness and Fire Use, and Suppression Operations. Funds are appropriated to the Bureau of Land Management and are made available by allocation to the other three Interior Bureaus with fire management responsibilities: the Fish and Wildlife Service (FWS), the National Park Service (NPS), and the Bureau of Indian Affairs (BIA). A small portion is allocated to the Office of the Secretary (SO) for program coordination activities.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1995 Actual		1996 Estimate To Date		Uncontrollable Related Chang (+/-)		Program Changes (+/-)		1997 Budget Request		Inc.(+) Dec.(-) from 1996	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Wildland Fire Management		235,693		235,924		1,050		10,950		247,924		12,000
Wildland Fire Mgt-BLM		126,373		135,513		607		8,770		144,890		9,377
FTE - preparedness	1,106		1,189				107		1,291		107	
FTE - suppression**	429		346				5		351		5	
Wildland Fire Mgt-BIA *	507	53,814	516	48,948	203	7	646	523	49,797	7	849	
Wildland Fire Mgt-FWS*	228	17,403	254	18,536	90	19	(390)	273	18,236	19	(300)	
Wildland Fire Mgt-NPS*	348	37,932	382	32,788	147	25	1,924	407	34,859	25	2,071	
Wildland Fire Mgt-OS*	2	171	2	139	3	0	0	2	142	0	3	
Preparedness & Fire Use		114,748		130,931		757		8,469		140,157		9,226
Operations-BLM		62,957		70,701		428		8,171		79,300		8,599
FTE - preparedness	1,106		1,189				107		1,291		107	
FTE - suppression **	429		346				5		351		5	
Operations-BIA*	507	24,020	516	26,238	139	7	(297)	523	26,080	7	(158)	
Operations-FWS*	228	13,328	254	15,302	82	19	(192)	273	15,192	19	(110)	
Operations-NPS*	348	14,272	382	18,551	105	25	787	407	19,443	25	892	
Operations-OS*	2	171	2	139	3	0	0	2	142	0	3	
Suppression Operations		120,945		104,993		293		2,481		107,767		2,774
Emer. Rehab-BLM		63,416		64,812		179		599		65,590		778
Emer. Rehab-BIA*		29,794		22,710		64		943		23,717		1,007
Emer. Rehab-FWS*		4,075		3,234		8		(198)		3,044		(190)
Emer. Rehab-NPS*		23,660		14,237		42		1,137		15,416		1,179
Emer. Rehab-OS*		0		0		0		0		0		0

* FTE numbers for agencies other than BLM are presented in this table for informational purposes only. They are not included in the BLM totals shown in this document. Non-BLM agencies' FTE numbers for 1995 represent enacted amounts.

** Estimate based upon historical use only for 1996 and 1997. Only those FTE actually required to meet emergency suppression operations will be used.

JUSTIFICATION OF UNCONTROLLABLE COST CHANGES

(dollars are in thousands)

Fire Protection

		1996 Enacted	1997 Change
Additional cost in 1997 of the January 1996 Pay Raises			335
The adjustment is for an additional amount needed in 1997 to fund a portion of the estimated cost of pay increases effective in January 1996.			
Additional cost in 1997 of the January 1997 Pay Raises			715
The adjustment is for an additional amount needed in 1997 to fund a portion of the estimated cost of pay increases effective in January 1997.			

Activity Summary**Activity: Preparedness and Fire Use**

Table 1. - Activity Summary

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
BLM \$(000)	62,957	70,701	+428	+8,171	79,300	+8,599
BLM FTE- preparedness	1,076	1,189	0	+107	1,291	+107
BLM FTE- suppression**	459	346	0	+5	351	+5
BIA \$(000)	24,020	26,238	+139	-297	26,080	-158
BIA FTE*	501	516	0	+7	523	+7
FWS \$(000)	13,328	15,302	+82	-191	15,193	-109
FWS FTE*	215	254	0	+19	273	+19
NPS \$(000)	14,272	18,551	+105	+787	19,443	+892
NPS FTE*	341	382	0	+25	407	+25
OS \$(000)	171	139	+3	0	142	+3
OS FTE*	2	2	0	0	2	0
TOTAL \$(000)	114,748	130,931	+757	+8,470	140,158	+9,227

* FTE Numbers for agencies other than BLM are presented in this table for informational purposes only. They are not included in the BLM totals shown in this document.

** Estimate based upon historical use only. Only those FTE actually required to meet emergency suppression operations will be used.

◆ Activity Description ◆

This activity funds the development and implementation of the Department's wildland fire management programs. Preparedness involves the readiness and capability of the Department to provide safe, cost-effective fire management programs in support of land and resource management plans through appropriate planning, staffing, training, and equipment. Fire use involves the development and execution of plans

to apply wildland fire to protect, maintain, and enhance resources and to reduce hazard fuels. Both Preparedness and Fire Use activities require the hiring and training of personnel; prevention activities; provision and maintenance of support facilities; purchase of and contracting for equipment, supplies, and support; planning and coordination; policy development and oversight; research; and interagency coordination and direction.

◆ Objectives ◆

The objectives of the Preparedness and Fire Use program in the Department of the Interior (DOI) are to:

- incorporate fire management planning into other land use and resource management plans of the Department;
- provide the necessary forces, resources, and capabilities ready to suppress wildfires in order to preserve the capability of DOI managed lands to contribute to the natural resource, socioeconomic and multiple use needs of the Nation;
- restore and maintain wildland fuels at more natural levels in order to reduce the probability of large, intense wildfires, especially along the wildland/urban interface;
- utilize prescribed fire to protect and enhance natural resources, and restore natural ecosystems;
- conduct research in order to improve fire fighting methods and knowledge of the relationship between fire and the environment;
- maintain an appropriate level of FTE dedicated to staffing DOI fire programs at a funding level authorized by Congress.

◆ 1997 Programs ◆

The Department uses the Most Efficient Level (MEL) as the underlying principle for budgeting and managing the Department's Preparedness and Fire Use activity. MEL represents that funding necessary to cover planned interagency fire staffing, fire facilities, and equipment in providing the most cost efficient, technically effective fire management program that meets resource objectives, and minimizes costs of suppression and resource damages associated with wildfires. Maintaining the ecological role of fire is an

essential element in the MEL concept. It involves reducing unnatural fuel buildups and maintaining the diversity and stability of the land, which reduces the risk and impacts from unnatural wildfire conflagrations. MEL calculations are not constant due to changing resource objectives, values to be protected, land acquisition, costs associated with the wildland/urban interface, increasing human caused fire occurrence associated with population growth, and continued hazardous fuels buildups.

The Department's 1997 MEL has been amended to include the 20-year fire facility construction program (\$5 million annually) and the updated MELs of the four bureaus based on current fire plans to meet present conditions and workloads.

◆ Wildfire Preparedness ◆

Part of the DOI's mission is to protect property and resources from the destructive effects of wildfires. To accomplish this goal, the Interior bureaus fund wildfire preparedness activities on over 500 million acres of public lands, consisting of 270 million acres BLM lands (2.4 million acres of which are Oregon and California Grant Lands, Coos Bay Wagon Road Lands and intermingled public lands in Western Oregon), 80 million acres of NPS land, 92 million acres FWS lands, and 62 million acres BIA Trust lands. As part of this coverage, whenever efficiencies can be maximized and/or costs minimized, the Interior Agencies enter into cooperative agreements with state and local governments. Under these arrangements, protection responsibilities are exchanged and scarce resources are shared.

Preparedness resources are procured in advance of wildfire emergencies based on analyses of historic needs, to ensure Interior bureaus a "readiness to respond" when wildfires occur. Department of the Interior Bureaus carry out wildland fire management responsibilities in such areas as National parks, wildlife refuges, preserves, reservations, historic sites, commercial

forests, archeological sites, range lands, and on some lands of other Federal and state agencies. Wildfire prevention and suppression is provided by Federal fire crews, by arranging cooperative protection exchanges with other Federal and some state agencies; and by entering into contracts with state and Federal agencies.

Included in the budget request level are the costs of the following preparedness requirements:

- hiring, training, equipping and paying the basic 40-hour work week salaries and benefits for approximately 8,900 fire suppression and support personnel (permanent, career seasonal, and temporary);
- providing 17 hotshot crews, 44 Type I and II Incident Command System teams, 110 smoke jumpers, and 200 Native American 20-person firefighting crews during the fire season;
- inspecting and servicing 1,200 fire engines;
- making available, through contracts, a minimum of 56 helicopters, 11 retardant aircraft, and 21 multi-purpose aircraft;
- inventory and stocking of fire supply caches;
- activating weather stations and automatic lightning detection facilities and lookouts;
- operating numerous firefighting dispatch centers, coordination and logistic support facilities;
- providing communications equipment, networks and facilities.

To meet all aircraft support requirements, the DOI utilizes the Office of Aircraft Services for contract and rental agreements. The BLM also operates a fleet of government-owned aircraft for specialized fire suppression requirements (air attack, lead planes, smoke jumpers.)

♦National Interagency Fire Center♦

BLM maintains and operates the National Interagency Fire Center (NIFC), at Boise, Idaho, in cooperation with the Forest Service, National Weather Service, and other Department of the

Interior Bureaus. NIFC provides logistic support by mobilizing and coordinating movement of fire suppression resources when local capability is exceeded and when the local agencies request assistance. In addition to its logistical coordination role, NIFC also manages the National fire cache for supplies, equipment and radios; a technical support group for communications; remote sensing programs; a smoke jumper unit; and the National fire training development center. The total core DOI cost of NIFC operations is included in the BLM portion of the Wildland Fire Management appropriation. Participating agencies from outside DOI reimburse BLM for their share of NIFC base operations costs.

♦Alaska Fire Service♦

The Alaska Fire Service (AFS), located at Fairbanks, Alaska, is responsible for providing wildland fire suppression services to all DOI agencies and associated Alaska Native Corporation lands in Alaska. The area protected includes approximately 266 million acres. The total cost of AFS basic operations is included in the BLM portion of the Wildland Fire Management appropriation.

♦Prescribed Fire/Fuels Management♦

The safe and proper application of prescribed fire to restore and maintain the environment, protect cultural resources, maintain historic scenes, and reduce hazardous fuels that could produce catastrophic wildfires, requires specialized knowledge of fire behavior, fire effects and fire ecology. In many areas, DOI relies on interdisciplinary fire-dedicated personnel to oversee both wildland fire and prescribed fire, but areas with large, complex prescribed fire programs require prescribed fire specialists.

Prescribed Fire Support Modules assist personnel with management-ignited prescribed fire in the areas of ignition, holding, monitoring, and fire

behavior predictions.

DOI funds approximately 2,000 management-ignited prescribed fires each year, treating an average of 400,000 acres.

♦Fire Effects Monitoring♦

Long-term monitoring of the effects of management-ignited prescribed fires on vegetative communities is necessary to assess whether burns are achieving program goals and objectives for fuels and resource management.

♦Prescribed Natural Fire Management ♦

Within normal year requirements for Prescribed Natural Fire (PNF) management, this activity funds the base salaries to perform monitoring and management activities to meet PNF requirements. Also, mobile prescribed fire support crews are available to augment local monitors for large and complex fires. These crews are dedicated to providing PNF management capability even during periods of severe suppression resource drawdown. The Department has organized interagency prescribed natural fire incident overhead teams to provide advice and management expertise to land managers when local resources have been exhausted.

♦Fire Research♦

The research initiative is managed by a chartered research working team under direction of the Interior Fire Coordination Committee. It includes projects that are necessary to improve fire fighting methods and safety, and improve knowledge of the relationship between fire, the environment, and the various lands that are managed by the four participating Agencies. Department of the Interior fire research priorities are coordinated with projects and priorities at Forest Service fire research laboratories. Projects are carried out by contracting with Forest Service research labs and through contracts with

universities. The 1997 funding of \$1,320,000 for research projects is consolidated in the BLM allocation for ease of administration.

♦Facilities Construction♦

Lack of adequate fire facilities places employees in physical jeopardy; severely threatens the protection of expensive capital equipment and firefighting supplies; reduces response efficiency; and impairs interagency coordination and cooperation. A twenty year program to construct and renovate fire facilities was initiated in 1996, based upon a 1993 Interior Fire Coordination Committee (IFCC) comprehensive survey of the condition of wildland fire facilities using standard criteria and addressing four categories of need: health and safety, capital equipment protection, operational efficiency, and interagency co-location.

♦Justification of 1997 Program Changes♦

Table 2. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$(000)	140,158	+8,470
FTE	1,173	+67

These additional funds will allow the four Bureaus and one office with fire management responsibilities within the Department of the Interior to maintain a level of funding necessary to meet goals of the updated fire plans. Reductions below this level in an average year will increase the costs for suppression activities and/or resources lost - thereby surpassing any savings realized from program reductions.

With an emphasis being placed upon measurements of performance, the following table is furnished to help evaluate the effectiveness of the fire management program. It pertains only to BLM:

Table 3. Subactivity – Performance Indicators: 1995, 1996, 1997.

Performance Indicator	1995 Actual	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Prescribed Fire (acres)	57,000	65,000	70,000	+ 5,000

Activity Summary**Activity: Suppression Operations**

Table 4. - Activity Summary

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
BLM \$(000)	63,416	64,812	+179	+599	65,890	+778
BIA \$(000)	29,794	22,710	+64	+943	23,717	+1,007
FWS \$(000)	4,075	3,234	+8	-198	3,044	-190
NPS \$(000)	23,660	14,237	+42	+1,137	15,416	+1,179
OS \$(000)	0	0	0	0	0	0
TOTAL \$(000)	120,945	104,993	+293	+2,481	107,767	+2,774

♦♦ Activity Description ♦♦

This activity funds the development and implementation of the Department's wildland fire suppression and emergency rehabilitation programs. Suppression operations include the total spectrum of management actions taken on wildland fires in a safe, cost-effective manner, considering public benefits and values to be protected and consistent with resource objectives and land management plans. Emergency rehabilitation of wildland fire areas is carried out to prevent land degradation, resource damages, and other measures necessary to stabilize erodible soils, structures, or other conditions or damage caused by wildland fires or by actions taken to suppress wildland fires. This activity includes funding for emergency or extraordinary preparedness as defined in pre-established plans.

♦♦ Objectives ♦♦

The objectives of this activity are to:

- suppress wildfires occurring on or threatening DOI managed or protected lands in order to

protect natural resources and preserve their capability to contribute to social and economic objectives of the Nation;

- give highest priority to preventing a disaster fire situation where wildfire caused damages are of such magnitude that they adversely affect the management objectives or socioeconomic conditions of an area;
- consider wildfires that threaten life, property, or natural or cultural resource values, as emergencies whose suppression will be given priority over other Departmental programs;
- allow naturally occurring fires to achieve land and resource management objectives under prescribed conditions in designated areas; and
- conduct wildland fire and prescribed natural fire programs in a manner consistent with legal authorities, bureau land use, and management plan objectives.

♦ 1997 Program ♦

The 1997 funding request in this program funds suppression activities of the Interior agencies, based upon the last ten year average. Included in this activity are:

♦ *Wildland Suppression* ♦

The costs of suppressing active wildfires include the extraordinary costs (overtime, hazard pay, etc.) of fire line, command and support personnel, all wages of direct hire Emergency Fire Fighter personnel, costs of fire suppression aircraft flight operations and ramp support, logistical services for all employees assigned to incidents, suppression supplies and equipment (including replacement of lost capital and expendable equipment), contracts for goods and services, administrative support directly associated with incidents, and immediate measures to rehabilitate resources damaged by suppression efforts.

♦ *Prescribed Natural Fire Operations* ♦

Prescribed natural fire operations include the cost of monitoring and management actions on each prescribed natural fire incident, exclusive of base salaries, benefits and support. Operations involve aerial reconnaissance flights, premium pay, travel, logistical services, extraordinary administrative support, and replacement of routine supplies and equipment. Also includes the cost of mobilizing, staging and transporting crews to hold fires within prescription as defined in management plans, and monitoring required for daily line officer certification that fires are within prescription.

♦ *Emergency Rehabilitation* ♦

This program covers the costs incurred to prevent land degradation, resource losses, and other measures necessary to stabilize erodible soils, structures, or other conditions or damage caused by fires or by wildfire suppression actions. This

activity provides funds for specific emergency rehabilitation projects which must meet resource management objectives. Included are such costs as reseeding to prevent immediate wind or water erosion, other watershed stabilization measures, actions to prevent establishment of undesirable vegetative species, fencing to prevent animals or humans from entering sensitive areas, felling damaged trees posing threats to human safety, mitigation of other immediate human safety threats, actions to stabilize and prevent further degradation to archeological and cultural resources damaged by wildfire or suppression activities.

♦ *Emergency Contingency* ♦

The 1993 Interior Department Appropriations Act included \$51,200,000 as a one-time emergency contingency to be available only upon exhaustion of funds appropriated for wildfire suppression. This contingency will continue to be available in 1997 if not used in 1996. It covers additional emergency cost should the funds appropriated for wildfire suppression and emergency rehabilitation be inadequate. These funds are available for expenditure only if (1) the Congress appropriates funds for wildfire suppression and emergency rehabilitation based on the adjusted ten-year average of emergency costs, and (2) all funds otherwise available for emergency operations have been obligated. Under the terms of the Budget Enforcement Act, use of the emergency contingency constitutes an "emergency appropriation," not subject to the Budget Enforcement Act caps, if the President so declares it. Use of these funds is subject to the same restrictions and parameters as described for wildfire suppression and emergency rehabilitation. The Emergency Contingency is not viewed as budget authority, since it is not available until allocated by the President.

The 1997 President's Budget continues to include §102 in the General Provisions for the Department of the Interior which provides the

Secretary of the Interior with authority to make transfers of no-year funds to cover certain specified emergencies, including firefighting and emergency rehabilitation. If the 1997 level is not sufficient to cover actual emergency operations costs in 1997, either the authority provided in §102 could be used by the Secretary to make transfers of funds to cover the additional emergency firefighting costs or the Secretary could request the President to designate "emergency requirements" to allow use of the \$51,200,000 emergency contingency appropriated in 1993. Neither the authority nor the emergency contingency will be used to achieve a higher percentage of MEL.

The Suppression Operations portion of the appropriation is \$2,481,000 higher than the equivalent 1996 level. This level will fund fire suppression activities of the Department of the Interior agencies roughly based upon the ten year average of suppression costs. Increased funding in Preparedness and Fire Use will lessen the amount of resource damage and will decrease the risks to firefighters and to the public.

♦♦ Justification of 1997 Program Changes ♦♦

Table 5. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$(000)	107,767	+2,481
FTE	469	+40

With an emphasis being placed upon measurements of performance, the following table is furnished to help evaluate the effectiveness of the fire management program. It pertains only to BLM:

Table 6. Subactivity Performance Indicators: 1995, 1996, 1997.

Performance Indicator	1995 Actual	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Suppression of Fires exceeding planned allowable burn acreage for management zones (number)	This particular measurement will be implemented in FY 1996.	This will depend upon the severity of the fire season.	This will depend upon the severity of the fire season.	
Rehabilitation Projects (acres)	This particular measurement will be implemented in FY 1996.	This will depend upon the severity of the fire season.	This will depend upon the severity of the fire season.	

Summary of Requirements by Object Class

Appropriation: Wildland Fire Management

Object Class	1996 Enacted		Uncontrollable & Related Changes		Program Changes		1997 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Direct Obligations								
11.1 Full-time permanent		59,000		788		5,212		65,000
11.3 Other than full-time permanent		15,000		210		(210)		15,000
11.5 Other personnel compensation		20,000		43		(2,043)		18,000
11.8 Special personal svcs payments		7,000		9		(1,009)		6,000
11.9 Total personnel compensation	1,535	101,000	0	1,050	107	1,950	1,642	104,000
	FTE represents BLM's allocation only.							
12.1 Civilian personnel benefits		20,000		0		0		20,000
13.0 Benefits for former personnel		700		0		0		700
21.0 Travel & transportation of persons		7,000		0		0		7,000
22.0 Transportation of things		6,500		0		0		6,500
23.3 Communications, utilities, & misc		6,000		0		0		6,000
24.0 Printing and reproduction		1,000		0		0		1,000
25.2 Other services		52,124		0		14,000		66,124
26.0 Supplies and Materials		20,000		0		0		20,000
31.0 Equipment		10,000		0		0		10,000
32.0 Lands and structures		1,500		0		0		1,500
41.0 Grants, subsidies, & contributions		10,000		0		(5,000)		5,000
42.0 Insurance claims and indemnities		100		0		0		100
99.9 Total Direct obligations	1,535	235,924	0	1,050	107	10,950	1,642	247,924
Reimbursable Obligations								
11.1 Full-time permanent		600		0		0		600
11.3 Other than full-time permanent		100		0		0		100
11.5 Other personnel compensation		100		0		0		100
11.8 Special personal svcs payments		200		0		0		200
11.9 Total personnel compensation	40	1,000	0	0	7	0	47	1,000
12.1 Civilian personnel benefits		200		0		0		200
21.0 Travel & transportation of persons		300		0		0		300
22.0 Transportation of things		250		0		0		250
23.3 Communications, utilities, & misc		100		0		0		100
24.0 Printing and reproduction		50		0		0		50
25.2 Other services		1,764		0		0		1,764
26.0 Supplies and Materials		2,000		0		0		2,000
31.0 Equipment		300		0		0		300
32.0 Lands and structures		10		0		0		10
41.0 Grants, subsidies, & contributions		10		—		0		10
42.0 Insurance claims and indemnities		0		0		0		0
99.9 Total, Reimbursable obligations	40	5,984	0	0	7	0	47	5,984

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WILDLAND FIRE MANAGEMENT
Program and Financing (in thousands of dollars)

Identification code: 14-1125-0-1-302		1995 actual	1996 estimate to date	1997 estimate
Obligations by program activity:				
00.01	Preparedness and fire use.....	119,802	144,496	144,764
00.02	Suppression operations.....	117,354	115,871	111,308
00.91	Total direct programs.....	237,156	260,367	256,072
01.01	Reimbursable program.....	5,981	5,984	5,984
10.00	Total obligations.....	243,137	266,351	262,056
Budgetary resources available for obligation:				
21.40	Unobligated balance available, start of year.....	28,075	32,591	8,148
22.00	New budget authority (gross).....	241,677	241,908	253,908
22.10	Resource available from recoveries from prior year obligations.....	5,976	0	0
23.90	Total budgetary resources available for obligations.....	275,728	274,499	262,056
23.95	New obligations.....	(243,137)	(266,351)	(262,056)
24.40	Unobligated balance available, end of year.....	32,591	8,148	0
New budget authority (gross), detail:				
Current authority:				
40.00	Appropriations.....	235,693	235,924	247,924
Permanent authority:				
Spending authority from offsetting collection				
68.00	Offsetting collections.....	5,984	5,984	5,984
70.00	Total new budget authority.....	241,677	241,908	253,908
Change in unpaid obligations:				
72.40	Unpaid obligated balance, start of year.....	81,941	45,994	85,921
73.10	New obligations.....	243,137	266,351	262,056
73.20	Total outlays (gross).....	(273,108)	(226,424)	(263,473)
73.45	Adjustments in unexpired accounts.....	(5,976)	0	0
74.40	Unpaid obligated balance, end of year.....	45,994	85,921	84,504

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WILDLAND FIRE MANAGEMENT
Program and Financing (in thousands of dollars)

Identification code: 14-1125-0-1-302		1995 actual	1996 estimate to date	1997 estimate
Outlays (gross), detail:				
86.90	Outlays from new current authority.....	191,162	158,069	166,109
86.93	Outlays from current balances.....	75,965	62,371	91,380
86.97	Outlays from permanent authority.....	5,981	5,984	5,984
87.00	Total outlays, gross.....	273,108	226,424	263,473
Offsets:				
Against gross budget authority and outlays:				
Offsetting collections from:				
88.00	Federal funds.....	187	187	187
88.40	Non-federal sources.....	5,797	5,797	5,797
88.90	Total offsetting collections.....	5,984	5,984	5,984
Net budget authority and outlays:				
89.00	Budget authority	235,693	235,924	247,924
90.00	Outlays.....	267,124	220,440	257,489

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WILDLAND FIRE MANAGEMENT
Object Classification (in thousands of dollars)

Identification code: 14-1125-0-1-302		1995 actual	1996 estimate to date	1997 estimate
Direct obligations				
Personnel compensation:				
11.1	Full-time permanent.....	53,662	55,000	61,000
11.3	Other than full-time permanent.....	14,999	15,000	15,000
11.5	Other personnel compensation.....	25,190	24,000	22,000
11.8	Special personal services payments.....	7,962	7,000	6,000
11.9	Total personnel compensation.....	101,813	101,000	104,000
12.1	Civilian personnel benefits.....	15,293	20,000	20,000
13.0	Benefit for former personnel.....	448	700	700
21.0	Travel and transportation of persons.....	6,597	7,000	7,000
22.0	Transportation of things.....	6,126	6,500	6,500
23.3	Rents, communications, utilities and miscellaneous charges.....	6,017	6,000	6,000
24.0	Printing and reproduction.....	373	1,000	1,000
25.2	Other services.....	66,721	76,567	74,272
26.0	Supplies and materials.....	21,768	20,000	20,000
31.0	Equipment.....	6,439	10,000	10,000
32.0	Land and structures.....	949	1,500	1,500
41.0	Grants, subsidies and contributions.....	4,556	10,000	5,000
42.00	Insurance claims and indemnities.....	56	100	100
99.0	Subtotal, direct obligations.....	237,156	260,367	256,072

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WILDLAND FIRE MANAGEMENT
Object Classification (in thousands of dollars)

Identification code: 14-1125-0-1-302		1995 actual	1996 estimate to date	1997 estimate
Reimbursable obligations				
Personnel compensation:				
11.1	Full-time permanent.....	623	600	600
11.3	Other than full-time permanent.....	80	100	100
11.5	Other personnel compensation.....	120	100	100
11.8	Special personal services payments.....	182	200	200
11.9	Total personnel compensation.....	1,005	1,000	1,000
12.1	Civilian personnel benefits.....	184	200	200
21.0	Travel and transportation of persons.....	309	300	300
22.0	Transportation of things.....	233	250	250
23.3	Rents, communications, utilities and miscellaneous charges.....	78	100	100
24.0	Printing and reproduction.....	10	50	50
25.2	Other services.....	1,033	1,764	1,764
26.0	Supplies and materials.....	2,793	2,000	2,000
31.0	Equipment.....	327	300	300
32.0	Land and structures.....	3	10	10
41.0	Grants, subsidies and contributions.....	6	10	10
99.0	Subtotal, reimbursable obligations.....	5,981	5,984	5,984
99.9	Total obligations.....	243,137	266,351	262,056

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WILDLAND FIRE MANAGEMENT
Personnel Summary

Identification code: 14-1125-0-1-302	1995 actual	1996 estimate to date	1997 estimate
Direct program:			
Total compensable workyears:			
Full-time equivalent employment.....	1,535	1,535	1,642
Full-time equivalent of overtime and holiday hours.....	225	225	225
Reimbursable program:			
Total compensable workyears:			
Full-time equivalent employment.....	41	422	647
Full-time equivalent of overtime and holiday hours.....	2	2	2

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WILDLAND FIRE MANAGEMENT
Object Classification (in thousands of dollars)

Identification code: 14-1125-0-1-302		1995 actual	1996 estimate to date	1997 estimate
Reimbursable obligations				
Personnel compensation:				
11.1	Full-time permanent.....	623	600	600
11.3	Other than full-time permanent.....	80	100	100
11.5	Other personnel compensation.....	120	100	100
11.8	Special personal services payments.....	182	200	200
11.9	Total personnel compensation.....	1,005	1,000	1,000
12.1	Civilian personnel benefits.....	184	200	200
21.0	Travel and transportation of persons.....	309	300	300
22.0	Transportation of things.....	233	250	250
23.3	Rents, communications, utilities and miscellaneous charges.....	78	100	100
24.0	Printing and reproduction.....	10	50	50
25.2	Other services.....	1,033	1,764	1,764
26.0	Supplies and materials.....	2,793	2,000	2,000
31.0	Equipment.....	327	300	300
32.0	Land and structures.....	3	10	10
41.0	Grants, subsidies and contributions.....	6	10	10
99.0	Subtotal, reimbursable obligations.....	5,981	5,984	5,984
99.9	Total obligations.....	243,137	266,351	262,056

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
WILDLAND FIRE MANAGEMENT
Personnel Summary

Identification code: 14-1125-0-1-302	1995 actual	1996 estimate to date	1997 estimate
Direct program:			
Total compensable workyears:			
Full-time equivalent employment.....	1,535	1,535	1,642
Full-time equivalent of overtime and holiday hours.....	225	225	225
Reimbursable program:			
Total compensable workyears:			
Full-time equivalent employment.....	41	422	647
Full-time equivalent of overtime and holiday hours.....	2	2	2

Appropriation: Central Hazardous Materials Fund

Appropriation Language Sheet

For necessary expenses of the Department of the Interior and any of its component offices and bureaus for the remedial action, including associated activities, of hazardous waste substances, pollutants, or contaminants pursuant to the Comprehensive Environmental Response, Compensation and Liability Act, as amended (42 U.S.C. section 9601 et seq.), \$20,500,000, to remain available until expended: Provided, That notwithstanding 31 U.S.C. 3302, sums recovered from or paid by a party in advance of or as reimbursement for remedial action or response activities conducted by the Department pursuant to sections 107 or 113 (f) of such Act shall be credited to this account, to be available until expended without further appropriation: Provided further, That such sums recovered from or paid by any party are not limited to monetary payments and may include stocks, bonds, or other personal or real property, which may be retained, liquidated, or otherwise disposed of by the Secretary and which shall be credited to this account.

Appropriation Language Citations

For necessary expenses of the Department of the Interior and any of its component offices and bureaus for the remedial action, including associated activities, of hazardous waste substances, pollutants, or contaminants pursuant to the Comprehensive Environmental Response, Compensation and Liability Act, as amended (42 U.S.C. section 9601 et seq.), \$20,500,000, to remain available until expended: Provided, That notwithstanding 31 U.S.C. 3302, sums recovered from or paid by a party in advance of or as reimbursement for remedial action or response activities conducted by the Department pursuant to sections 107 or 113 (f) of such Act shall be credited to this account, to be available until expended without further appropriation: *Provided further*, That such sums recovered from or paid by any party are not limited to monetary payments and may include stocks, bonds, or other personal or real property, which may be retained, liquidated, or otherwise disposed of by the Secretary and which shall be credited to this account.

P.L. 103-332

P.L. 104-91, 104-92, and 104-99.

The Comprehensive Environmental Response, Compensation and Liability Act of 1980, as amended by the Super fund Amendments and Reauthorization Act of 1986 (42 U.S.C. 9601-9673) provides for liability, risk assessment, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed, and requires responsible parties, including Federal agencies, to clean up releases of hazardous substances.

Continuing Resolutions, P.L. 104-91, 104-92, 104-99, provide funding for BLM in FY 1996, based upon levels in P.L. 103-32, the *Department of the Interior and Related Agencies Appropriations Act for 1995*.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1995 Actual		1996 Estimate To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1997 Budget Request		Inc.(+) Dec.(-) from 1996	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
CENTRAL HAZARDOUS MATERIALS FUND	0	13,409	0	10,000	0	0	0	10,500	0	20,500	0	10,500
Central Hazardous Materi	0	13,409	0	10,000	0	0	0	10,500	0	20,500	0	10,500
Remedial Action-BLM	0	1,010	0	1,200	0	-	0	1,550	0	1,550	0	1,550
Remedial Action-FWS	0	7,803	0	7,200	0	-	0	15,800	0	15,800	0	15,800
Remedial Action-NPS	0	4,596	0	1,600	0	-	0	3,150	0	3,150	0	3,150

BUREAU OF LAND MANAGEMENT
Analysis of Budgetary Resources by Activity
(dollars are in thousands)

Account: Central Hazardous Materials
(14-1121-0-2-302)

Activity	1995 Actual BA	1996 Enacted To Date	1997 Budget Request	Dec. (-) Inc. (+) From 1996
Remedial Action (Acct Total)				
BA Available for obligation:				
Appropriation	13,409	10,000	20,500	10,500
Unoblig. Bal., Start of Year	0	5,579	1,395	(4,184)
Recovery of Prior Year Oblig.	—	—	—	—
Transfers to/from Other Accts	—	—	—	—
Emerg. Auth. Reprogrammings	—	—	—	—
Replenishment Supplementals	—	—	—	—
Total BA Available	13,409	15,579	21,895	6,316
Less obligations	7,830	14,184	21,895	7,711
Unobligated Balance, End of Year	5,579	1,395	0	(1,395)
FTE	0	0	0	0

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*Justification of Program and Performance***Activity: Central Hazardous Materials Fund****Table 1 Activity Summary (\$000s)**

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	13,409	10,000	0	+10,500	20,500	+10,500
FTE	0	0	0	0	0	0

• Authorization •

The *Comprehensive Environmental Response, Compensation and Liability Act of 1980*, as amended by the Super Fund Amendments and Reauthorization Act of 1986 (42 U.S.C. 9601-9673) provides for liability, risk assessment, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed, and requires responsible parties, including Federal agencies, to clean up releases of hazardous substances.

• Objectives •

The objectives of the Central Hazardous Materials Fund are to:

- protect public health and safety relative to uses and activities on Department of the Interior (DOI) lands and facilities;
- provide a central account to accomplish or contribute to the remedial investigation/feasibility studies (RI/FS) and cleanup of hazardous substance release sites for which the DOI is liable;

- bring greater consistency, direction, and coordination to the Department's hazardous materials management program;

- improve Departmental oversight of contaminated site cleanups;

- facilitate the optimal, cost-effective distribution of the Department's remediation resources for Interior's contaminated sites;

- conduct hazardous material cleanup activities in a manner consistent with bureau land use and management plan objectives;

- pursue aggressive cost recovery action from the parties who are responsible for contaminating the Federal land; and

- provide no-year funding to complete remedial investigations/feasibility studies and remediation stages efficiently.

• 1997 Program •

This appropriation includes funding to conduct remedial investigations/feasibility studies and cleanups at CERCLA hazardous substance release sites for which the DOI is liable, except for those under the jurisdiction of the Bureau of

Reclamation. Remediation of Bureau of Reclamation sites will continue to be funded out of the Energy and Water Development Appropriations. Funds are appropriated to the BLM and are made available by allocation to the other bureaus. BLM will perform the budgeting and financial management operations for the account.

Funds will only be used for remedial activities. They are not intended to be used for the payment of judgments or the settlements of claims. In his decision of November 29, 1993, the Comptroller General of the U. S. held that litigative awards against the U. S. to reimburse claimants for the government's share of response costs and natural resource damages paid or payable under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), 42 U.S.C. §9601-85 (1988), are payable from the permanent, indefinite Judgment Fund appropriation created by 31 U.S.C. §1304 (1988), to the same extent as are other litigative awards against the U.S.

The DOI faces major demands regarding the cleanup of hazardous substance releases on Federal lands and at Interior facilities. These demands are due largely to non-DOI activities occurring on DOI administered lands such as mining, onshore oil and gas wells, landfills, agricultural, and other industrial uses. It is anticipated that many suspected sites will require little if any cleanup. Currently, EPA lists 432 DOI sites on the Federal Agency Hazardous Waste Compliance Docket (Docket). DOI experience with the assessment of Docket sites indicates that about 85 percent of the sites require little additional work. Illegal dumping of industrial, agricultural and other wastes continues to add to the potential number of remediations of hazardous materials releases on those lands.

The fundamental basis for establishment of the Fund is that of institutionalizing flexibility in budgeting for hazardous materials site

remediation work. A central Departmental account enables funds to be readily shifted among sites and across bureau jurisdictions in response to changing circumstances to achieve the optimal use of the Department's remediation resources.

♦Efficient Management and Oversight of the Account ♦

Consolidating remediation funding in a single account facilitates and strengthens priority setting and oversight of the DOI's hazardous materials program. Decisions regarding the overall operation of the fund, including the disbursement of monies and allocation of funds to specific sites is the responsibility of the Deputy Assistant Secretaries' Advisory Group on Environmental Policy and Compliance (the "Advisory Group"), which represents the DOI's policy makers on environmental issues. BLM will simply execute financial transactions. The DOI's contaminated site allocation process is based in part on components of the Hazardous Materials Site Prioritization System, as well as site specific data. Nominated sites are evaluated by a cross-bureau committee of technical, budget, and legal staff who utilize best professional judgment to formulate a Department-wide allocation recommendation for the Advisory Group's decision. This process will result in a more, cost-effective distribution of the DOI's remediation resources to the highest priority sites. Individual bureaus maintain responsibility for identifying, contracting for, and managing remediation of their own specific hazardous waste sites.

Individual bureaus continue to budget for the remainder of their hazardous materials programs, e.g., pre-remedial investigations-feasibility study work, compliance activities, emergency response, and training.

◆No-Year Funding◆

Major site cleanups are typically highly complex, and may utilize new technologies. Fluctuations and delays often occur, making it difficult to obligate money according to original plans. Since these major cleanups typically take several years to complete, the flexibility inherent in "no-year" funding will enable project managers and contractors to plan and budget more efficiently, react more effectively to unforeseen events, and take advantage of economies of scale. The fund was established as a no-year account to eliminate incentives for unnecessary spending at the end of the year.

◆Cost Recovery◆

CERCLA generally requires that any cleanup funds recovered by a Federal agency, other than EPA, be returned to the Treasury. This situation, combined with the significant costs of assessment and legal actions associated with pursuing potentially responsible parties, provides little incentive for going after polluters. Prior to creation of the Fund, when the DOI went after polluters, money that could be spent on cleanup was spent on assessments and legal actions with no return to the DOI. Inevitably those attempts were given lower priority, with the result that taxpayers, rather than responsible parties, ended up paying for pollution. However, because the Fund is authorized to receive recovered costs, the DOI is now encouraged to be more aggressive in conducting cleanups and in pursuing legal action against responsible parties. This is consistent with the policy that the parties responsible for contaminating Federal lands be made to pay the costs of cleanup. This increased vigilance will serve to discourage private parties from abusing DOI managed lands. It is anticipated that the Fund will receive at least \$144,000 in cost recovered funds in 1996. Restricted 1996 Central Hazardous Materials Fund funding limited the funds available to the bureaus to pursue cost recovery or cost sharing.

◆Scope of Activity◆

The Fund covers costs associated with specific remedial action projects. Funds will be used to pay for the cost of the remedial investigations/feasibility studies and cleanup contracts. Actual allocations from the Fund will ultimately depend upon changes and work schedules at funded sites, other site specific factors, and newly eligible sites.

The Fund was established in 1995 at an enacted funding level of \$13,409,000, which represented the resources needed for the 9 DOI sites projected to be entering or already at the RI/FS or cleanup stages in 1995. For 1996, 33 sites (or 37 "projects," as one site is actually comprised of 5 "operable units") will be in the RI/FS or cleanup stages. Consequently, the resource needs for 1996 were significantly higher than in 1995, both because of the increase in the number of sites eligible for funding from the Fund, and because of the escalating cost of work at individual sites as they progress through the remediation process. The Crab Orchard NWR site, with its five separate operable units, provides a vivid example of the steep funding requirement curve which can accompany some hazardous materials remediation projects. The funding requirements for Crab Orchard increased from \$3,816,000 in 1995 to \$18,000,000 in 1996 due to the progression of work at the original PCB operable unit and the subsequent discovery of additional contamination. Additional sites were nominated in 1996 but funding was insufficient to fund them or the sites were determined to be ineligible for funding. For 1997 the DOI evaluated and categorized the projects identified in Table 2 as being its highest priorities. Additional sites were evaluated as being lower priority or were determined to be ineligible for 1997 funding. The estimates associated with these projects are for planning purposes. Changed site needs and additional newly eligible projects will affect the final allocation in 1997.

In 1996 the following projects have been funded:
BLM:

- *Lee Acres Landfill, NM* - \$130,000; Accomplishments included review and redraft of the Remedial Investigation Report; negotiations with Department of Energy regarding Sandia Labs pilot project and Arid Landfill Cap Development; and consultation and redraft of the Feasibility Study report. Cost savings will accrue as BLM pursues the remedial alternative that provides Lee Acres as a site for Sandia Labs to test and develop a landfill cap developed for arid climates.

- *Monite Dynamite Site, NV* - \$750,000; Enacted control measures to protect the public from contamination.

- *Atlas Asbestos Site, CA* - \$250,000; Funds have been used and will continue on a revegetation study, operations and maintenance, fence and road repair and site patrol.

FWS:

- *Iroquois NWR, NY* - \$200,000 - The Record of Decision for cleanup of PCB contaminated soils was completed in 1995 and issued by the State of New York. Site habitat restoration in accordance with the Record of Decision and applicable environmental regulations will be completed during 1996.

- *Crab Orchard NWR, IL* Superfund Site- \$7,000,000 Under the 1991 Federal Facilities Agreement, the following accomplishments have been made for Crab Orchard: (1) PCBs OU- Remedial Design completed in 1995, trial burn of PCBs scheduled for 1996, (2) Metals OU - In 1995, Remedial Action plans were completed and excavation/treatment of metal contaminated soil was initiated with 100% remediation anticipated by June 1996, (3) Miscellaneous Areas OU - In 1995, Phase II field investigations, groundwater sampling, and ecological studies were completed; Remedial Investigation approval expected by July 1996; and (4) Uncharacterized Sites - Negotiations proceeded in 1995-96 with the Army Corps of

Engineers for the division of responsibility for cleanup of 27 contaminated sites.

NPS:

- *Charleston Harbor Site, SC* - \$100,000-In 1996 the following is expected to occur at Charleston Harbor: (1) onsite inspection and review of the Remedial Investigation, architectural and engineering review and inspection, and a Potentially Responsible Party search and administrative record will be conducted.

- *Cuyahoga Valley (Krejci), OH* \$1,500,000 - In 1996 \$1.5 million, will be used to finish the Remedial Investigation/Feasibility Study and support the CERCLA cost recovery by the NPS and the Justice Department. For 1997, it is anticipated that \$1.5 million will be used to develop a Record of Decision for the final cleanup alternative. A work plan will then need to be developed for plans and specs for the final cleanup alternative.

↔Justification of 1997 Program Changes↔

Table 2. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$ (000)	20,500	10,500
FTE	0	0

The 1997 Budget Request for the Central Hazardous Materials Fund is \$20,500,000. This is an increase of \$10,500,000 from the \$10,000,000 funding level of 1996. The \$20,500,000 funding level addresses those projects judged the highest priority by a consensus of bureaus within the DOI (see the following table of priorities). Bureau labor funding to support project work is funded out of other operating accounts. This increase is required to deal with the growing numbers of sites requiring remediation and the backlog of

legal requirements, such as consent decrees, facility agreements, and statutory requirements, as shown in Table 2. Deferred site activities and cost increases due to unforeseen circumstances (such as the discovery of new areas of contamination within a known site) are adding to funding needs.

Funding these projects will reduce the DOI's exposure to enforcement actions by Federal and state regulators, potential fines and penalties, and potential litigation from involved private potentially responsible parties. If the DOI becomes the subject of an enforcement action, the potential fines and penalties will add to the overall costs of remediation. The appropriation

language authorizing the Fund does not provide that potential fines and penalties can be paid out of the Fund nor is the permanent, indefinite appropriation used to settle litigation against the U. S. Government, established by 32 U.S.C. § 1304 (the Judgement Fund), likely to be available. This leads to individual Bureau appropriations being at risk to pay actual fines and penalties assessed by federal and state regulators.

Specific sites that will have large cost include: estimated 1996 and 1997 costs for Crab Orchard, IL and Great Swamp NJ National Wildlife Refuges are \$22,800,000. At other sites, the utilization of new technologies or accelerated remediation may be slowed or stopped at funding levels less than the requested amount.

Table 3. Central Hazardous Materials Fund Proposed Projects for 1997

Site	Estimated Cost (\$000)
BLM	
Atlas Asbestos Mine, CA	300
Boodle Mill Mine, CO*	150
Kaaba Texas Mine Site, WA	100
Lee Acres Landfill Site, NM	200
Monite Dynamite Factory, NV	500
Oroville Landfill Site, WA	100
Tar Creek, OK*	200
FWS	
Crab Orchard NWR, IL (PCB Operating Unit)	5,000
Crab Orchard NWR, IL (other Operating Units)	4,700
Great Swamp NWR, NJ	5,000
NPS	
Cuyahoga Valley (Krejci)	2,000
DE Water Gap Mini Sink, NY*	100
Fort Sumter (Charleston), SC	100
Grant-Kohrs Ranch, MT*	150
Golden Gate NRA, CA	600
National Capitol Parks, Barney Circle, Washington, D.C.	100
National Capitol Parks, Washington Gas Light, Washington, D.C.	100
TOTAL	20,500

* Projected new sites currently being assessed.

Summary of Requirements by Object Class

Appropriation: Central Hazardous materials

Object Class	1996 Enacted		Uncontrollable & Related Changes		Program Changes		1997 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent		0		0		0		0
11.3 Other than full-time permanent		0		0		0		0
11.5 Other personnel compensation		0		0		0		0
11.8 Special personal svcs payments		0		0		0		0
11.9 Total personnel compensation	0	0	0	0	0	0	0	0
21.0 Travel & transportation of persons		0		0		0		0
22.0 Transportation of things		30		0		70		100
25.2 Other services		6,280		0		8,420		14,700
26.0 Supplies and Materials		1,500		0		1,000		2,500
31.0 Equipment		190		0		10		200
32.0 Lands and structures		2,000		0		1,000		3,000
99.9 Total obligations	0	10,000	0	0	0	10,500	0	20,500

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CENTRAL HAZARDOUS MATERIALS
Program and Financing (in thousands of dollars)

Identification code: 14-1121-0-2-302		1995 actual	1996 estimate to date	1997 estimate
Obligations by program activity:				
00.01	Remedial actions.....	7,830	14,184	21,895
10.00	Total obligations.....	7,830	14,184	21,895
Budgetary resources available for obligation:				
21.40	Unobligated balance available, start of year.....	0	5,579	1,395
22.00	New budget authority (gross).....	13,409	10,000	20,500
23.90	Total budgetary resources available for obligations.....	13,409	15,579	21,895
23.95	New obligations.....	(7,830)	(14,184)	(21,895)
24.40	Unobligated balance available, end of year.....	5,579	1,395	0
New budget authority (gross), detail:				
Current authority:				
40.00	Appropriation	13,409	10,000	20,500
70.00	Total new budget authority.....	13,409	10,000	20,500
Change in unpaid obligations:				
72.40	Unpaid obligated balance, start of year.....	0	4,982	11,632
73.10	New obligations.....	7,830	14,184	21,895
73.20	Total outlays (gross).....	(2,848)	(7,534)	(13,532)
74.40	Unpaid obligated balance, end of year.....	4,982	11,632	19,995
Outlays (gross), detail:				
86.90	Outlays from new current authority.....	2,848	3,600	7,380
86.93	Outlays from current balances.....	0	3,934	6,152
87.00	Total outlays, gross.....	2,848	7,534	13,532
Net budget authority and outlays:				
89.00	Budget authority.....	13,409	10,000	20,500
90.00	Outlays.....	2,848	7,534	13,532

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CENTRAL HAZARDOUS MATERIALS
Object Classification (in thousands of dollars)

Identification code: 14-1121-0-2-302		1995 actual	1996 estimate to date	1997 estimate
Personnel compensation				
11.1	Full-time permanent.....	0	0	0
11.3	Other than full-time permanent.....	0	0	0
11.5	Other personnel compensation.....	0	0	0
11.9	Total personnel compensation.....	0	0	0
12.1	Civilian personnel benefits.....	0	0	0
21.0	Travel and transportation of persons.....	0	0	0
22.0	Transportation of things.....	15	50	100
25.2	Other services.....	5,129	9,435	15,595
26.0	Supplies and materials.....	1,512	2,000	3,000
31.0	Equipment.....	19	200	200
32.0	Land and structures.....	1,154	2,500	3,000
99.9	Total obligations.....	7,829	14,185	21,895

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CENTRAL HAZARDOUS MATERIALS
Personnel Summary

Identification code: 14-1121-0-2-302	1995 actual	1996 estimate to date	1997 estimate
Total compensable workyears:			
Full-time equivalent employment.....	0	0	0
Full-time equivalent of overtime and holiday hours.....	0	0	0

Appropriation: Construction

Appropriation Language Sheet

For construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, \$3,103,000, to remain available until expended.

Appropriation Language Changes

1. Delete: *and Access* - in the title.

After a review of the function of this activity, BLM has determined that access should be eliminated as a separate program. The function of the access program is to provide access (easements for roads and trails) to public lands that are essential to implementing BLM resource management programs. The access needs are tied directly to program needs, such as recreation, forestry, wildlife, minerals, rangeland, etc. Future access needs will be accomplished with funding from the benefitting programs, mostly in the Management of Lands and Resource Appropriation.

Appropriation Language Citations

For construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, \$3,103,000 to remain available until expended.

43 U.S.C. 1701 *et seq.*,

43 U.S.C. 1762,

P.L. 103-332

P.L. 104-91, 104-92, 104-99

43 U.S.C. 1701 *et seq.*, the *Federal Land Policy and Management Act of 1976*, as amended, provides for the public lands to be generally retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public lands statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the public lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protecting areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1762 provides for the construction, and maintenance of roads within and near the public lands which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources.

Continuing Resolutions, P.L. 104-91, 104-92, 104-99, provides funding for BLM in FY 1996 based upon levels in P.L. 103-32, the *Department of the Interior and Related Agencies Appropriations Act for 1995*.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1995 Actual		1996 Estimate To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1997 Budget Request		Inc. (+) Dec. (-) from 1996	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
CONSTRUCTION	35	11,168	8	3,115	(8)	(3,115)	8	3,103	8	3,103	0	(12)
Access	14	1,115		0	0	0	0	0	0	0	0	0
Construction	21	10,053	8	3,115	(8)	(3,115)	8	3,103	8	3,103	0	(12)

The funding level for the Construction Account is based on each year's proposed project request and is independent of the previous year's funding level.

BUREAU OF LAND MANAGEMENT
Analysis of Budgetary Resources by Activity
(dollars are in thousands)

Account: Construction and Access
(14-1110-0-2-302)

Activity	1995 Actual BA	1996 Enacted To Date	1997 Budget Request	Dec. (-) Inc. (+) From 1996
Construction				
BA Available for obligation:				
Appropriation	10,953	3,115	3,103	(12)
Appropriation Rescinded	(900)	—	—	—
Unoblig. Bal., Start of Year	13,891	8,703	2,278	(6,425)
Recovery of Prior Year Oblig.	741	—	—	—
Transfers to/from Other Accts	—	—	—	—
Emerg. Auth. Reprogrammings	—	—	—	—
Replenishment Supplementals	—	—	—	—
Total BA Available	24,685	11,818	5,381	(6,437)
Less obligations	15,982	9,540	5,381	(4,159)
Unobligated Balance, End of Year	8,703	2,278	0	(2,278)
FTE	21	8	8	0
Access				
BA Available for obligation:				
Appropriation	1,115	0	3,103	3,103
Appropriation Rescinded	—	—	—	—
Unoblig. Bal., Start of Year	372	410	2,278	1,868
Recovery of Prior Year Oblig.	—	—	—	—
Transfers to/from Other Accts	—	—	—	0
Emerg. Auth. Reprogrammings	—	—	—	0
Replenishment Supplementals	—	—	—	0
Total BA Available	1,487	410	5,381	4,971
Less obligations	1,077	410	5,381	4,971
Unobligated Balance, End of Year	410	0	0	0
FTE	14	0	0	0
Construction & Access Total				
BA Available for obligation:				
Appropriation	12,068	3,115	3,103	(12)
Appropriation Rescinded	(900)	0	—	0
Unoblig. Bal., Start of Year	14,263	9,113	2,278	(6,835)
Recovery of Prior Year Oblig.	741	—	—	—
Transfers to/from Other Accts	—	—	—	—
Emerg. Auth. Reprogrammings	—	—	—	—
Replenishment Supplementals	—	—	—	—
Total BA Available	26,172	12,228	5,381	(6,847)
Less obligations	17,059	9,950	5,381	(4,569)
Unobligated Balance, End of Year	9,113	2,278	0	(2,278)
FTE	35	8	8	0

Justification of Program and Performance

Activity: Construction

Table 1. Activity Summary (\$000s)

Subactivity	1996 Estimates to Date	1996 Policy Estimate	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
Construction	\$ 3,115	3,115	-3,115	+3,103	3,103	+3,103
FTE	8	8	-8	+8	8	+8

◆ Authorizations ◆

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1701, *et seq.*) Authorizes the management of the public lands on a multiple-use basis.

43 U.S.C. 1762 provides for the acquisition, construction, and maintenance of roads within and near Public Land which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources.

◆ Objectives ◆

The objectives of this program are to:

- support the protection, enhancement, and development of public lands resources;
- rehabilitate facilities on the public lands to better service the public;
- construct buildings and appurtenant facilities, such as warehouses, yards, and fire stations, which are necessary to support public lands management; and
- construct recreation and transportation facilities necessary to meet public demand.

◆ 1997 Program ◆

During the past decade, public use of BLM administered resources and facilities has grown dramatically. Due to fiscal constraints BLM has focused its attention on reconstruction and maintenance of existing facilities as opposed to constructing new visitor centers and/or other new public use facilities. Therefore, BLM's budget has focused on the maintenance accounts. However, reconstructing existing improvements have not kept pace with the growing public demand. BLM construction projects are paramount for the proper management of the public lands, health and safety of our users, preservation of the resource values, and increased collection of recreation use fees.

The construction program provides funds to reconstruct and conduct major rehabilitation of facilities on the public lands. Included are projects to: improve service to the public land visitors; protect important natural and cultural resource values; rehabilitate and improve existing facilities and structures; provide for public safety and a productive work environment for BLM employees; enrich the public's knowledge, appreciation, and support of BLM's multiple-use mission; and protect the Nation's rich natural heritage.

◆Construction Criteria◆

BLM has established the following hierarchy of criteria against which construction projects are assessed:

- Health and safety;
- Resource protection;
- New space requirements;
- Accessibility for the physically disabled
- Access to the Public Land;
- Program efficiencies;
- Compliance with designated management responsibility;
- Enhancement of fee collection capability; and
- Visitor/interpretative/information facilities which have at least 50 percent of the construction and 75 percent of operation and maintenance costs funded from non-BLM sources.

◆1997 Construction Projects◆

All of the 1997 projects are in conformance with current land use planning decisions and are supported by more specific activity plans. These projects will contribute to rural economic development

because they are associated with at least some form of contracting. These construction projects will also stimulate tourism, improve recreational opportunities, enhance environmental protection and increase public access to resource information.

◆Justification of 1997 Program Changes◆

Table 2. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$(000)	3,103	+3,103
FTE	8	+8

The 1997 Budget Request is \$3,103,000 and 8 FTE. The construction program requests funding each year based upon priority needs. In 1997, the BLM is requesting project funds to complete the work in the priority summary table below. Following this table are individual project descriptions.

FY 1997 BLM Construction Projects

Priority	State	Project Name	(\$000s)
1	ID	Cottonwood Recreation Area	400
2	AZ	Lake Havasu Fisheries	300
3	MT	Upper National Wild & Scenic River Dispersed Rec. Areas	195
4	CO	Blanca Recreation Site Rehabilitation	415
5	NV	Red Rocks Canyon Rehabilitation	540
6	CA	Merced River Trail and Campground Restoration	285
7	UT	Indian Crossing Recreation Site	105
8	WY	Duck Swamp Interpretative Area	135
9	OR	Collocation of District Offices BLM and USFS	255
10	AK	Asbestos Abatement	473
Total			3,103

FY 1997 BLM Construction Project Description

State: Idaho	Project Name: Cottonwood Recreation Area	Project Status: Phase 3 Reconstruction								
County: Custer	District/Resource Area Office: Salmon/Challis	General Location: 15 miles North of Challis, Idaho on the Main Salmon River								
Land Use/Activity Plan Name and Citation: Ellis/Pahsimeroi Management Framework Plan (MFP)										
<i>Project Description:</i> The reconstruction would reduce Idaho's maintenance backlog and includes replacing the restrooms, upgrading the access road off the highway, developing a public water system, providing a RV dump station, designating permanent camping units, installing vehicle control structures, and building a permanent boat launching ramp. All recreation site facilities would meet accessibility standards for the disabled. Upon completion of the construction, the recreation site would be operated as a fee area.										
<i>Why is project important and how does it help BLM accomplish our mission:</i> The Cottonwood Recreation Site is within the Salmon River SRMA, and is within an eligible corridor for a Wild and Scenic River suitability study (FY 1996) and abuts a National Scenic Byway. Recreation use along the river is growing about 5-10% per year with the Cottonwood site receiving about 24,000 visitor hours each year. The site has substandard roads, campsites, a dilapidated restroom and a hazardous approach from the highway. Health and safety of visitors is a critical concern. The site currently is experiencing severe bank erosion and is within critical occupied habitat for the endangered chinook and sockeye salmon. The boat ramp construction and road improvements have been approved by National Marine Fisheries Service (MNFS) in conjunction with salmon recovery, if built as planned. The site may have to be closed unless bank erosion is rectified. Development would protect the site from further damage to critical habitat. Final planning is being completed in FY 1995 and 1996.										
<i>List each phase down to lowest practical options and include costs breakdown:</i> <table> <tr> <td>Phase 1 - Survey and Design</td> <td>Completed</td> </tr> <tr> <td>Phase 2 - Improve access & utilities (FY 1995)</td> <td>\$300,000</td> </tr> <tr> <td>Phase 3 - Construct camp units and landscaping</td> <td>\$400,000</td> </tr> <tr> <td>Phase 4 - Fishing area, boat ramp, and paving</td> <td>\$300,000</td> </tr> </table>			Phase 1 - Survey and Design	Completed	Phase 2 - Improve access & utilities (FY 1995)	\$300,000	Phase 3 - Construct camp units and landscaping	\$400,000	Phase 4 - Fishing area, boat ramp, and paving	\$300,000
Phase 1 - Survey and Design	Completed									
Phase 2 - Improve access & utilities (FY 1995)	\$300,000									
Phase 3 - Construct camp units and landscaping	\$400,000									
Phase 4 - Fishing area, boat ramp, and paving	\$300,000									
<i>Project phasing and costs were developed on what level of planning:</i> BLM's Service Center conceptual plan.										
Outyear Operations costs (by program): Recreation \$5,000		Requested funding: \$400,000								
Outyear Maintenance costs: \$10,000		Total estimated cost of project: \$1,000,000								
Is project part of Maintenance backlog: Yes										

FY 1997 BLM Construction Project Description

State: Arizona	Project Name: Lake Havasu Fisheries Improvement	Project Status: New															
County: Mohave	District/Resource Area Office: Yuma District/ Havasut Resource Area	General Location: Lake Havasu, Arizona															
Land Use/Activity Plan Name and Citation: Lake Havasu Fisheries Improvement Program Activity Plan																	
Project Description: This project will provide additional recreational fishing opportunities on the shoreline of Lake Havasu, with emphasis on access for the physically challenged. The project will consist of constructing shoreline access trails, parking areas, interpretive displays, and fishing docks and cleaning stations at a site cooperatively managed with the City of Lake Havasu.																	
Why is project important and how does it help BLM accomplish our mission: This project demonstrates collaborative leadership through partnerships with federal, state, local, and private partners. It serves the public by providing recreation access and opportunities, educates the user about fisheries and threatened and endangered species, and implements objectives of Recreation 2000. It demonstrates a commitment to maintaining healthy ecosystems, and implements actions identified in Fish and Wildlife 2000. Project users will contribute an estimated \$8 million to the local economy.																	
List each phase down to lowest practical options and include costs breakdown: <table style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="width: 60%;"></th> <th style="width: 20%; text-align: center;">BLM share</th> <th style="width: 20%; text-align: center;">Total cost</th> </tr> </thead> <tbody> <tr> <td>Parking lot, trails, cleaning stations</td> <td style="text-align: right;">\$ 60,000</td> <td style="text-align: right;">\$ 160,000</td> </tr> <tr> <td>Fishing docks, breakwater</td> <td style="text-align: right;">\$ 200,000</td> <td style="text-align: right;">\$ 730,000</td> </tr> <tr> <td>Engineering design, Contract Admin.</td> <td style="text-align: right;"><u>\$ 40,000</u></td> <td style="text-align: right;"><u>\$ 180,000</u></td> </tr> <tr> <td style="text-align: center;">Total</td> <td style="text-align: right;">\$ 300,000</td> <td style="text-align: right;">\$1,070,000</td> </tr> </tbody> </table>				BLM share	Total cost	Parking lot, trails, cleaning stations	\$ 60,000	\$ 160,000	Fishing docks, breakwater	\$ 200,000	\$ 730,000	Engineering design, Contract Admin.	<u>\$ 40,000</u>	<u>\$ 180,000</u>	Total	\$ 300,000	\$1,070,000
	BLM share	Total cost															
Parking lot, trails, cleaning stations	\$ 60,000	\$ 160,000															
Fishing docks, breakwater	\$ 200,000	\$ 730,000															
Engineering design, Contract Admin.	<u>\$ 40,000</u>	<u>\$ 180,000</u>															
Total	\$ 300,000	\$1,070,000															
Project phasing and costs were developed on what level of planning: Lake Havasu Fisheries Improvement activity plan, and actual cost data from similar projects.																	
Outyear Operations costs (by program): Recreation—\$8,000		Requested funding: \$300,000															
Outyear Maintenance costs: \$5,000 City of Lake Havasu will assume majority of maintenance for all facilities.		Total estimated cost of project: BLM's share is \$300,000 Total \$1.07 million															
Is project part of Maintenance backlog: No																	

FY 1997 BLM Construction Project Description

State: Montana	Project Name: Upper National Wild and Scenic River Dispersed Recreation Areas	Project Status: Replacement								
County: Chouteau, Fergus & Blaine	District/Resource Area Office: Lewistown/Judith	General Location: East of Fort Benton, Montana, in the 149 mile portion of the Missouri River								
Land Use/Activity Plan Name and Citation: West Hiline RMP 1988, Upper Missouri National Wild and Scenic River Management Plan Update 1993										
Project Description: Project dollars will reconstruct 16 recreation areas dispersed along the Missouri River. This section of river has been designated as the Upper Missouri National Wild and Scenic River (UMNWSR) for 149 miles downstream of Fort Benton, Montana. The dispersed areas have many health and safety problems with little or no development meeting current standards for accessibility codes.										
Why is project important and how does it help BLM accomplish our mission: The UMNWSR has ever increasing use while funding priorities have eroded the ability to provide corrective maintenance to existing facilities. Existing facilities have increased use while no funding is available to do more than keep them open. Developments have numerous health and safety problems which become increasingly critical as public use increases. The poor condition of pit toilets, sod roofed shelters, hazardous limbs in decaying cottonwoods, and water sources not meeting water quality standards severely hamper the use of this National wild and scenic river. The additional recreational opportunities will result in better customer service through enhanced accessibility, health and safety for river visitors while protecting fragile resource values of the UMNWSR. Additional tourism dollars spent in the area will provide a boost to the depressed local agricultural based economy.										
List each phase down to lowest practical options and include costs breakdown: <table style="width: 100%; border: none;"> <tr> <td style="width: 80%;">Phase 1. Design/Engineering/Contract Administration:</td> <td style="text-align: right;">\$ 9,000</td> </tr> <tr> <td>Phase 2. Four highest use areas:</td> <td style="text-align: right;">\$ 117,000</td> </tr> <tr> <td>Phase 3. 12 lower use sites:</td> <td style="text-align: right;"><u>\$ 69,000</u></td> </tr> <tr> <td style="text-align: center;">Total</td> <td style="text-align: right;">\$195,000</td> </tr> </table>			Phase 1. Design/Engineering/Contract Administration:	\$ 9,000	Phase 2. Four highest use areas:	\$ 117,000	Phase 3. 12 lower use sites:	<u>\$ 69,000</u>	Total	\$195,000
Phase 1. Design/Engineering/Contract Administration:	\$ 9,000									
Phase 2. Four highest use areas:	\$ 117,000									
Phase 3. 12 lower use sites:	<u>\$ 69,000</u>									
Total	\$195,000									
Project phasing and costs were developed on what level of planning: Site Planning is preliminary. Project estimates are also preliminary with no site surveys completed.										
Outyear Operations costs (by program): \$50,000		Requested funding: \$195,000								
Outyear Maintenance costs: \$10,000/year		Total estimated cost of project: \$195,000								
Is project part of Maintenance backlog: Yes										

FY 1997 BLM Construction Project Description

State: Colorado	Project Name: Blanca Recreation Site Rehabilitation	Project Status: Rehabilitation Proj.										
County: Alamosa	District/Resource Area Office: Canon City/San Luis Resource Area	General Location: 20 miles northeast of Alamosa, Colorado										
Land Use/Activity Plan Name and Citation: San Luis RMP/ROD and Blanca Integrated Activity Plan												
<i>Project Description:</i> This project consists of: (1) realigning a portion of the main access road, which is rapidly failing due to water encroachment; (2) rehabilitating restroom facilities; and (3) constructing a boardwalk, wildlife viewing overlook, accessible fishing pier, four wildlife viewing blinds, entrance information station, and interpretive exhibits. The current restroom facilities are causing ground contamination and need to be scheduled for rehabilitation or removal depending on funding availability. All project construction will include access standards for the physically challenged.												
<i>Why is project important and how does it help BLM accomplish our mission:</i> This project meets several BLM priorities: Fish & Wildlife 2000, Recreation 2000, Education initiative, Wetlands initiative, Category 2 Endangered Species, and the Scenic Byway Program. The Blanca Wetlands Area is a multi-agency wetland restoration project that provides 2,000 acres of critical wetland habitat for many species of fish, wildlife, and water birds. The area is a critical production area for migratory water birds within the San Luis Valley ecosystem. Historically, a majority of the wetlands in the valley were converted to wastelands through changes in agricultural practices. Blanca provides a wide variety of unique recreational and educational opportunities. The road realignment is needed to mitigate safety concerns, provide access to the area, and protect the resources, specifically a T&E species. Currently the T&E species, the Snowy Plover nests (April-July) on the existing access road. Also, increased vehicle use and the low elevation of the road have caused significant surface deterioration. This realignment provides the only public access to the watchable wildlife area and the adjacent wetlands. This multi-recreational/educational area is needed to support the current and increasing levels of visitation generated from the adjacent Los Caminos Scenic and Historic Byway. Blanca Wetlands Area will also stimulate tourism and economic growth for one of the most economically depressed counties in Colorado.												
List each phase down to lowest practical options and include costs breakdown: This Project will be accomplished in two phases. The components include: <table style="width: 100%; border: none;"> <tr> <td style="width: 80%;">Phase I: 1. Design and inspect (survey is completed)</td> <td style="width: 20%; text-align: right;">\$ 40,000</td> </tr> <tr> <td>2. Main access road realignment/rehabilitation</td> <td style="text-align: right;">\$230,000</td> </tr> <tr> <td>3. Rehabilitate & construct the Watchable Wildlife Area: Restrooms, boardwalk, wildlife viewing deck, blinds, fishing pier, entrance information station, and interpretive exhibits.</td> <td style="text-align: right;"><u>\$145,000</u></td> </tr> <tr> <td style="text-align: center;">Total</td> <td style="text-align: right;"><u>\$415,000</u></td> </tr> <tr> <td>Phase II: 1. Resurface Parking lots (BLM & partner agencies)</td> <td style="text-align: right;">94,000 FY 1998</td> </tr> </table>			Phase I: 1. Design and inspect (survey is completed)	\$ 40,000	2. Main access road realignment/rehabilitation	\$230,000	3. Rehabilitate & construct the Watchable Wildlife Area: Restrooms, boardwalk, wildlife viewing deck, blinds, fishing pier, entrance information station, and interpretive exhibits.	<u>\$145,000</u>	Total	<u>\$415,000</u>	Phase II: 1. Resurface Parking lots (BLM & partner agencies)	94,000 FY 1998
Phase I: 1. Design and inspect (survey is completed)	\$ 40,000											
2. Main access road realignment/rehabilitation	\$230,000											
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Total	<u>\$415,000</u>											
Phase II: 1. Resurface Parking lots (BLM & partner agencies)	94,000 FY 1998											
Project phasing and costs were developed on what level of planning (how good is it): Blanca Integrated Activity Plan and Engineering Field Office Estimates.												
Outyear Operations costs (by program): Recreation - \$6,000 Wildlife - \$6,000		Requested funding: \$415,000										
Outyear Maintenance costs: 7,000		Total estimated cost of project: \$509,000										
Is project part of Maintenance backlog: Yes												

FY 1997 BLM Construction Project Description

State: Nevada	Project Name Rock Canyon Visitors Center Modernization	Project Status: Phase 1 - Reconstruction																
County: Clark	District/Resource Area Office: Las Vegas / Stateline	General Location: 15 miles west of Las Vegas off State Route 159.																
Land Use/Activity Plan Name and Citation: Red Rock Canyon General Management Plan																		
Project Description: 1) Update exhibits which date from 1982, some are inoperable. 2) Add additional restroom facilities to meet current and future visitor needs. 3) Remodel building to provide separate and secure interpretive center/bookstore area. 4) Add a 100 seat auditorium, an exhibit/classroom, a sectional 150 person meeting room, a new access road and lower parking lot.																		
Why is project important and how does it help BLM accomplish our mission: RRCNCA has become a main attraction for both local residents and Las Vegas visitors. The area has become a major source of environmental education training for teachers and students. Designed without a bookstore or sales area, the Interpretive Association sales now amount to more than \$250,000 per year. Use now exceeds 300,000 visits/year at the Visitor Center. Commercial bus tours and school groups visit daily.																		
List each phase down to lowest practical options and include costs breakdown: Phase 1 <table style="width: 100%; border: none;"> <tr> <td style="padding-left: 40px;">Long term facility plan</td> <td style="text-align: right;">\$ 20,000</td> </tr> <tr> <td style="padding-left: 40px;">Exhibit master plan</td> <td style="text-align: right;">\$ 40,000</td> </tr> <tr> <td style="padding-left: 40px;">Exhibit rehab</td> <td style="text-align: right;">\$290,000</td> </tr> <tr> <td style="padding-left: 40px;">Construction drawings</td> <td style="text-align: right;">\$ 25,000</td> </tr> <tr> <td style="padding-left: 40px;">Remodel bookstore sales area</td> <td style="text-align: right;">\$ 20,000</td> </tr> <tr> <td style="padding-left: 40px;">Access road and parking mod.</td> <td style="text-align: right;"><u>\$145,000</u></td> </tr> <tr> <td style="padding-left: 80px;">Total</td> <td style="text-align: right;">\$540,000</td> </tr> </table> Phase 2 <table style="width: 100%; border: none;"> <tr> <td style="padding-left: 40px;">Construct expansion</td> <td style="text-align: right;">\$450,000</td> </tr> </table>			Long term facility plan	\$ 20,000	Exhibit master plan	\$ 40,000	Exhibit rehab	\$290,000	Construction drawings	\$ 25,000	Remodel bookstore sales area	\$ 20,000	Access road and parking mod.	<u>\$145,000</u>	Total	\$540,000	Construct expansion	\$450,000
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Construction drawings	\$ 25,000																	
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Access road and parking mod.	<u>\$145,000</u>																	
Total	\$540,000																	
Construct expansion	\$450,000																	
Project phasing and costs were developed on what level of planning: Costs are estimates, but are based on past engineering experience.																		
Outyear Operations costs (by program): No additional		Requested funding: \$540,000																
Outyear Maintenance costs: No additional		Total estimated cost of project: \$990,000																
Is project part of Maintenance backlog: About 30%																		

FY 1997 BLM Construction Project Description

State: California	Project Name: Merced River	Project Status: Design FY 95						
County: Mariposa	District: Bakersfield RA: Folsom	General Location: 10 miles west of Yosemite National Park along the Merced River.						
Land Use/Activity Plan Name and Citation: Merced Wild and Scenic River Management Plan								
Project Description, include priority strategies: construct a new 140 foot long hiking bridge across the North Fork channel and develop potable water for three existing campgrounds and one visitor contact station.								
Why is project important and how does it help BLM accomplish mission: The project will complete the planned construction along the Merced River which is one of our highest Recreation Management Area's. The area is used extensively for recreational mining, hiking, bicycling and as a minor overflow for Yosemite Park. The bridge construction will extend the use of a rails-to-trails project by seven miles. Currently, the hikers and bicyclists cannot cross the tributary at high water which is during the high use season. The water development will provide water to four dry facilities and support the charging of fees at three campgrounds.								
List each phase down to lowest practical options and include cost breakdown: <table style="width: 100%; border: none;"> <tr> <td style="padding-right: 20px;">bridge construction:</td> <td>\$160,000</td> </tr> <tr> <td>water system:</td> <td><u>\$125,000</u></td> </tr> <tr> <td style="padding-left: 40px;">Total</td> <td>\$285,000</td> </tr> </table>			bridge construction:	\$160,000	water system:	<u>\$125,000</u>	Total	\$285,000
bridge construction:	\$160,000							
water system:	<u>\$125,000</u>							
Total	\$285,000							
Project phasing and costs, how were they developed: Costs were developed from historical data from previous contracts.								
Outyear operations costs(by program): No operationa increase		Requested funding: \$285,000						
Outyear scheduled maintenance costs: \$2,000		Total estimated cost of project: \$285,000						
Is project part of maintenance backlog: Yes								

FY 1997 BLM Construction Project Description

State: Utah	Project Name: Indian Crossing Recreation Site	Project Status: Reconstruction									
County: Dagget	District/Resource Area Office: Vernal /Diamond Mountain	General Location: Eastern Dagget County									
Land Use/Activity Plan Name and Citation:											
Project Description: The Indian Crossing Recreation Site has degraded over the years for a number of reasons including extensive use and lack of maintenance funding. This facility has experienced increased use due to tighter sanitary restrictions on river users and improved access from the county paving their portion of the road leading into the area. The latest proposal for this site is to improve water and sewage facilities. The site is a fee generating facility for the Bureau of Land Management.											
Why is project important and how does it help BLM accomplish our mission: The current facility meets State drinking water standards however it does not meet the current and future needs of the public with the increased use it is receiving. The site needs to be improved to comply with the latest regulations and to protect the safety and health of the public. Regulations have also been changed to improve human waste management on the river, the site does not currently have facilities to handle the waste in accordance with the new regulations.											
List each Phase down to lowest practical options and include costs breakdown: <table> <tr> <td>Phase-I</td> <td>Planning</td> <td>completed</td> </tr> <tr> <td>Phase-II</td> <td>Survey, Design, Contract Preparation</td> <td>FY 1996</td> </tr> <tr> <td>Phase-III</td> <td>Reconstruction of water and sewage facilities.</td> <td>\$105,000</td> </tr> </table>			Phase-I	Planning	completed	Phase-II	Survey, Design, Contract Preparation	FY 1996	Phase-III	Reconstruction of water and sewage facilities.	\$105,000
Phase-I	Planning	completed									
Phase-II	Survey, Design, Contract Preparation	FY 1996									
Phase-III	Reconstruction of water and sewage facilities.	\$105,000									
Project phasing and costs were developed on what level of planning: Engineering Design and Engineer's estimate.											
Outyear Operations costs (by program): Same as present		Requested funding: \$105,000									
Outyear Maintenance costs: Same as present		Total estimated cost of project: \$105,000									
Is project part of maintenance backlog: Yes											

FY 1997 BLM Construction Project Description

State: Wyoming	Project Name: Duck Swamp Interpretative Area	Project Status: New Construction														
County: Washakie	District/Resource Area Office: Worland/Big Horn	General Location: Bighorn River, Worland, Wyoming														
Land Use/Activity Plan Name and Citation: Grass Creek RMP and Big Horn River Management Plan																
Project Description: Construct a Wildlife Interpretative Area on the Big Horn River by constructing a foot bridge, installing viewing platforms, developing interpretative signing, and constructing raised nature trails that provide access to the physically disadvantaged.																
Why is project important and how does it help BLM accomplish our mission: (Also discuss local/regional economic impacts) Currently the Big Horn Canal separates the public parking lot from the Duck Swamp area. Public access and viewing areas are along the Big Horn Duck Swamp area. Public access and viewing areas are along the Big Horn Canal on unstable bluffs. Existing trails are steep and unstable.																
List each phase down to lowest practical options and include costs breakdown:																
<table style="width: 100%; border: none;"> <tr> <td colspan="2">Site Plan and Preliminary Design:</td> </tr> <tr> <td style="width: 60%;">Foot Bridge</td> <td style="text-align: right;">\$ 35,000</td> </tr> <tr> <td>Vault Toilet</td> <td style="text-align: right;">\$ 20,000</td> </tr> <tr> <td>Viewing Areas</td> <td style="text-align: right;">\$ 15,000</td> </tr> <tr> <td>Interpretation</td> <td style="text-align: right;">\$ 15,000</td> </tr> <tr> <td>Trails</td> <td style="text-align: right;"><u>\$ 50,000</u></td> </tr> <tr> <td style="text-align: right;">Total</td> <td style="text-align: right;">\$135,000</td> </tr> </table>			Site Plan and Preliminary Design:		Foot Bridge	\$ 35,000	Vault Toilet	\$ 20,000	Viewing Areas	\$ 15,000	Interpretation	\$ 15,000	Trails	<u>\$ 50,000</u>	Total	\$135,000
Site Plan and Preliminary Design:																
Foot Bridge	\$ 35,000															
Vault Toilet	\$ 20,000															
Viewing Areas	\$ 15,000															
Interpretation	\$ 15,000															
Trails	<u>\$ 50,000</u>															
Total	\$135,000															
Project phasing and costs were developed on what level of planning: Site Plan, Preliminary Design, EA																
Outyear Operations costs (by program): \$4,000 - Wildlife		Requested funding: \$135,000														
Outyear Maintenance costs: \$5,000		Total estimated cost of project: \$135,000														
Is project part of Maintenance backlog: No																

FY 1997 BLM Construction Project Description

State: Oregon	Project Name: Collocation of Burns District Office with the U.S. Forest Service	Project Status: Reconstruction of Forest Service Office																									
County: Harney	District/Resource Area Office: Burns District Office	General Location: Burns, Oregon																									
Land Use/Activity Plan Name and Citation: N/A																											
<i>Project Description:</i> The project includes the construction of an office (31,889 sq. ft.), warehouse (22,130 sq. ft.), and covered storage (11,510 sq. ft.) that will serve 290 employees. The facility will collocate the Harney County Offices of the Bureau of Land Management (Burns District), Natural Resources Conservation Service (NRCS), and Ranger District offices from the Ochoco and Malheur National Forest. An office for the Malheur National Wildlife Refuge (US Fish and Wildlife Service) is also included in this project.																											
<i>Why is project important and how does it help BLM accomplish our mission:</i> It will collocate the primary public land management agencies in Harney County in a single facility, leading to more efficient and consistent service to our customers; eliminate duplication of positions; share space, equipment, and human resources; enhance communications between agencies; and enhance the availability and capability of public employees to provide stewardship of the public lands and resources in Harney County. All of the above will lead to a significant cost savings to the tax payers.																											
<i>List each phase down to lowest practical options and include costs breakdown:</i> <table border="1"> <tr> <td colspan="5">Phase I</td> </tr> <tr> <td>Survey and Design</td> <td>Total Cost</td> <td>\$ 451,000</td> <td>BLM's Share</td> <td>\$ 225,500</td> </tr> <tr> <td colspan="5">Phase II</td> </tr> <tr> <td>Construction</td> <td>Total Cost</td> <td>\$4,949,000</td> <td>BLM's Share</td> <td>\$ 2,474,500</td> </tr> <tr> <td>GRAND TOTAL</td> <td>Total Cost</td> <td>\$5,400,000</td> <td>BLM's Share</td> <td>\$ 2,700,000</td> </tr> </table>			Phase I					Survey and Design	Total Cost	\$ 451,000	BLM's Share	\$ 225,500	Phase II					Construction	Total Cost	\$4,949,000	BLM's Share	\$ 2,474,500	GRAND TOTAL	Total Cost	\$5,400,000	BLM's Share	\$ 2,700,000
Phase I																											
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GRAND TOTAL	Total Cost	\$5,400,000	BLM's Share	\$ 2,700,000																							
<i>Project phasing and costs were developed on what level of planning:</i> Costs were developed by Ochoco National Forest, Engineering																											
Outyear Operations costs (by program): N/A		Requested funding: \$225,000																									
Outyear Maintenance costs: \$45,000		Total estimated cost of project: \$2,700,000																									
<i>Is project part of Maintenance backlog:</i> BLM lease expires 8/97. Forest Service needs to reconstruct and it is part of their backlog.																											

FY 1997 BLM Construction Project Description

State: Alaska	Project Name: Asbestos Abatement & Improvements for Ft. Wainwright	Project Status: Corrective Maintenance												
County: None	District/Resource Area Office: Alaska Fire Service	General Location: Ft. Wainwright - Fairbanks, Alaska												
Land Use/Activity Plan Name and Citation: N/A														
<i>Project Description:</i> The 1,100 foot utility corridor contains the utility lines for AFS office, shop, and warehouse buildings on Ft. Wainwright. The insulation on the pipes in the utility corridor do contain asbestos which becomes friable when disturbed. Any work performed inside the utility corridor must be by certified workers in full protective clothing. As BLM maintenance personnel are not certified or equipped for this work, it must currently be performed by the Army and then billed to BLM. This situation turns even the smallest maintenance activities into a time consuming and expensive exercise. Additionally, the utility lines are in very poor condition and not properly hung in the utilidor, resulting in a potential for contamination of the potable water supply and the need for frequent repairs. All four lines (water, sewer, steam and condensate) require replacement. BLM and the Army are working together to resolve this problem. Complete abatement of the utility corridor was originally planned for in FY 95. The estimate for the abatement at that time was \$270,000. However, a portion (\$170,000) of those funds were used in FY 95 and 96 to abate a more critical asbestos situation in three buildings on Ft. Wainwright - all of which are work areas for employees. Updated cost data also indicates that the cost of performing the utility corridor abatement will total \$591,000 (including design and contract administration).														
<i>Why is project important and how does it help BLM accomplish our mission:</i> Corrective maintenance action to eliminate health/safety hazards and to reduce annual maintenance costs. The friable asbestos located throughout the utility corridor is a current hazard as well as an impedence to maintenance of the utility lines.														
<i>List each phase down to lowest practical options and include costs breakdown:</i> <table> <tr> <td>Abatement On-going</td> <td>FY 1996</td> <td>\$ 175,000</td> </tr> <tr> <td>Asbestos Abatement</td> <td>FY 1997</td> <td>\$ 473,000</td> </tr> <tr> <td>Line Replacement</td> <td>FY 1998</td> <td>\$ 602,000</td> </tr> <tr> <td></td> <td>Total</td> <td>\$1,250,000</td> </tr> </table>			Abatement On-going	FY 1996	\$ 175,000	Asbestos Abatement	FY 1997	\$ 473,000	Line Replacement	FY 1998	\$ 602,000		Total	\$1,250,000
Abatement On-going	FY 1996	\$ 175,000												
Asbestos Abatement	FY 1997	\$ 473,000												
Line Replacement	FY 1998	\$ 602,000												
	Total	\$1,250,000												
<i>Project phasing and costs were developed on what level of planning:</i> Based upon estimates by AFS Maintenance personnel, using comparative costs for similar asbestos abatement performed recently by the Army at Ft. Wainwright.														
Outyear Operations costs (by program): No Change		Requested funding: \$473,000												
Outyear Maintenance costs: \$50,000/year decrease		Total estimated cost of project: 1,250,000												
Is project part of Maintenance backlog: Yes														

Comprehensive Construction Table for FY 1997 Budget

Project Title State	Rank	Own Land	Total Est Cost	Total Approp Thr 96	Advanced Planning Portion	Survey Design Share	Const Share	Can Phase	Est Award Date	Will 97 \$ compl project	Post 1997 Needs
	#	(Y/N)	(\$000)	(\$000)	(\$000)	(\$000)	(\$000)	(Y/N)	(1-4)	(Y/N)	(\$000)
Cottonwood Recreation Area Idaho	1	Y	1,000	300	Done	Done	400	Y	3	N	300
Lake Havasu Fisheries Arizona	2	Y	300	0	Done	Done	300	N	2	Y	0
Upper National Wild & Scenic River Recreation Area Montana	3	Y	195	0	Done	Done	195	N	3	Y	0
Blanca Recreation Site Rehabilitation Colorado	7	Y	509	0	Done	40	375	Y	3	N	94
Red Rock Canyon Visitor Center Nevada	5	Y	990	0	Done	395	145	Y	2	●	450
Merced River Trails & Campground California	8	Y	285	0	Done	Done	285	N	3	●	0
Indian Crossing Recreation Site Utah	7	Y	105	0	Done	Done	105	N	3	Y	0
Duck Swamp Interpretation area Wyoming	8	Y	135	0	Done	Done	105	N	3	●	0
Burns BLM/USFS Collocation Office Oregon	9	N	2,850	0	N/A	255	2,595	Y	2	N	2,850
Asbestos Abatement Alaska	10	Y	1,250	175	Done	Done	473	N	4	N	602

Summary of Requirements by Object Class

Appropriation: Construction & Access

Object Class	1996 Enacted		Uncontrollable & Related Changes		Program Changes		1997 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent		360		(3,012)		3,022		370
11.3 Other than full-time permanent		50		(60)		60		50
11.5 Other personnel compensation		50		(35)		15		30
11.8 Special personal svcs payments		10		(8)		8		10
11.9 Total personnel compensation	8	470	(8)	(3,115)	8	3,105	8	460
12.1 Civilian personnel benefits		150		0		(100)		50
13.0 Benefits for former personnel		30		0		20		50
21.0 Travel & transportation of persons		60		0		(30)		30
22.0 Transportation of things		40		0		(20)		20
23.2 Rental payments to others		10		0		(5)		5
23.3 Communications, utilities, & misc		40		0		(30)		10
24.0 Printing and reproduction		15		0		0		15
25.2 Other services		1,300		0		40		1,340
26.0 Supplies and Materials		300		0		0		300
31.0 Equipment		100		0		0		100
32.0 Lands and structures		600		0		123		723
99.9 Total obligations	8	3,115	(8)	(3,115)	8	3,103	8	3,103

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Program and Financing (in thousands of dollars)

Identification code: 14-1110-0-2-302		1995 actual	1996 estimate to date	1997 estimate
Obligations by program activity:				
00.01	Construction projects.....	15,982	9,540	5,381
00.02	Access and easement acquisition.....	1,077	410	0
10.00	Total obligations.....	17,059	9,950	5,381
Budgetary resources available for obligation:				
21.40	Unobligated balance available, start of year	14,263	9,113	2,278
22.00	New budget authority (gross).....	11,168	3,115	3,103
22.10	Resource available from recoveries from prior year obligations.....	741	0	0
23.90	Total budgetary resources available for obligations.....	26,172	12,228	5,381
23.95	New obligations.....	(17,059)	(9,950)	(5,381)
24.40	Unobligated balance available, end of year.....	9,113	2,278	0
New budget authority (gross), detail:				
Current authority:				
40.00	Appropriation.....	12,068	3,115	3,103
40.35	Appropriation rescinded.....	(900)	0	0
43.00	Appropriation (total).....	11,168	3,115	3,103
70.00	Total new budget authority.....	11,168	3,115	3,103
Change in unpaid obligations:				
72.40	Unpaid obligated balance, start of year.....	6,088	12,019	10,951
73.10	New obligations.....	17,059	9,950	5,381
73.20	Total outlays (gross).....	(10,387)	(11,018)	(9,812)
73.45	Adjustments in unexpired accounts.....	(741)	0	0
74.40	Unpaid obligated balance, end of year.....	12,019	10,951	6,520
Outlays (gross), detail:				
86.90	Outlays from new current authority.....	3,567	779	776
86.93	Outlay from current balances.....	6,820	10,239	9,036
87.00	Total outlays, gross.....	10,387	11,018	9,812
Net budget authority and outlays:				
89.00	Budget authority	11,168	3,115	3,103
90.00	Outlays.....	10,387	11,018	9,812

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Object Classification (in thousands of dollars)

Identification code: 14-1110-0-2-302		1995 actual	1996 estimate to date	1997 estimate
Personnel compensation:				
11.1	Full-time permanent.....	1,516	360	370
11.3	Other than full-time permanent.....	15	50	50
11.5	Other personnel compensation.....	57	50	30
11.8	Special personal services payments.....	10	10	10
11.9	Total personnel compensation.....	1,598	470	460
12.1	Civilian personnel benefits.....	285	250	50
13.0	Benefit for former personnel.....	12	30	50
21.0	Travel and transportation of persons.....	86	90	70
22.0	Transportation of things.....	87	50	40
23.2	Rental payments to others.....	11	10	10
23.3	Communications, utilities and miscellaneous charges.....	136	150	150
24.0	Printing and reproduction.....	23	50	50
25.2	Other services.....	7,524	4,000	2,001
26.0	Supplies and materials.....	611	500	300
31.0	Equipment.....	41	100	100
32.0	Land and structures.....	6,645	4,250	2,100
99.9	Total obligations.....	17,059	9,950	5,381

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Personnel Summary

Identification code: 14-1110-0-2-302	1995 actual	1996 estimate to date	1997 estimate
Total compensable workyears:			
Full-time equivalent employment.....	35	8	8
Full -time equivalent of overtime and holiday hours.....	1	1	1

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Appropriation: Payments in Lieu of Taxes

Appropriation Language Sheet

For expenses necessary to implement the Act of October 20, 1976, as amended, (31 U.S.C. 6901-07), \$101,500,000, of which not to exceed \$400,000 shall be available for administrative expenses.

Appropriation Language Citations

For expenses necessary to implement the Act of October 20, 1976, as amended, (31 U.S.C. 6901-07), \$101,500,000, of which not to exceed \$400,000 shall be available for administrative expenses.

Continuing Resolutions, P.L. 104-91, 104-92, 104-99, provide funding for BLM in FY 1996, based upon levels in P.L. 103-32, the *Department of the Interior and Related Agencies Appropriations Act for 1995*.

P.L. 95 103-332, *Department of the Interior and Related Agencies Appropriations Act, 1995*, authorizes the use of \$400,000 for administrative expenses.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable Related Chang (+/-)	Program Changes (+/-)	1997 Budget Request	Inc.(+) Dec.(-) from 1996
	FTE Amount	FTE Amount	FTE Amount	FTE Amount	FTE Amount	FTE Amount
PAYMENTS IN LIEU OF TAXES	2 101,409	3 100,000	0 0	0 0	3 101,500	0 0
Payments in Lieu of Taxes	2 101,409	3 101,500	0 0	0 0	3 101,500	0 0

Amounts entered for this account in the President's Budget Appendix reflect annual operating fund levels under P.L. 104-99, the ninth CR, and in total are \$1,500,000 greater than the 1996 amounts shown herein, which reflect the account level in H.R. 1977, the Interior and Related Agencies Appropriations Act as reported by the Conference.

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Justification of Program and Performance**Activity: Payments in Lieu of Taxes****Table 1. Activity Summary (\$000s)**

Activity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	101,409	101,500	0	0	101,500	0
FTE	3	3	0	0	3	0

◆ Authorizations ◆

The *Payments In-Lieu of Taxes (PILT)* Act of 1976, as amended (31 U.S.C. 6901-6907) authorizes and directs the Secretary of the Interior to make a payment for each fiscal year to each unit of local general government in which entitlement land is located.

◆ Objectives ◆

The objectives of this program are to:

- determine the amounts of payments for which various local governments are eligible under 31 U.S.C. 6901-6907; and
- make payments, to the extent that funds are available, to all qualified recipients.

◆ 1997 Program ◆

31 U.S.C. 6901-6907 provides for payments to units of local general government (e.g., counties) which contain certain Federally owned lands within their boundaries. These payments are designed to supplement other Federal land revenue sharing payments that county governments may be receiving. PILT funds may be used by the recipients for any governmental purpose. The PILT appropriation is also available to correct underpayment in

the previous fiscal year to achieve equity among all qualified recipients.

31 U.S.C. 6901-6907 authorizes several types of annual payments to be made to eligible units of local government.

**◆ Entitlement Lands Payments ◆
(31 U.S.C. 6901)**

Payments to eligible units of local government are made, under one of two alternative procedures authorized by 31 U.S.C. 6901, based on the number of acres of "entitlement lands" within the county or other eligible unit of government. "Entitlement lands" consist of lands in the National Forest System, the National Park System, lands administered by the Bureau of Land Management (except for the revested Oregon & California Grant Lands, and the reconveyed Coos Bay Wagon Road Lands, both of which are addressed by separate revenue sharing laws), and lands dedicated to the use of Federal water resource development projects; dredge disposal areas under the jurisdiction of the Army Corps of Engineers; and, effective in 1979, National Wildlife Refuge areas withdrawn from the Public Domain; inactive and semi-active Army installations used for non-industrial purposes; and certain lands donated to the United States by State and local governments. The Act specifically prohibits pay-

ments for tax exempt lands (but not donated lands) acquired from State or local governments.

Under this provision, the PILT amount paid to the eligible recipients is determined by the higher calculation resulting from either of the following two alternative procedures:

① One dollar twenty-nine cents in fiscal year 1997 for each acre of "entitlement land" within the boundaries of the unit of government, reduced by the amount of certain Federal land payments that were received by the unit of government in the preceding fiscal year. Only the amount of Federal land payments actually received by the units of government in the prior fiscal year is deducted. If a unit of government receives a federal land payment but is required by State law to pass all or part of this payment to financially and politically independent school districts or other single or special-purpose districts, such redistributed payments are considered not to have been received by the unit of local general government and are not deducted from the amount to be paid to the unit. The 11 Federal land payment laws that are considered in making this computation are as follows:

- *Department of Agriculture Appropriations Act of 1908*, (35 Stat. 251, 16 U.S.C. 500);
- *Enabling Act of 1910 for Arizona and New Mexico*, (36 Stat. 557);
- *Mineral Leasing Act of 1920 (§35)*, (41 Stat. 450, 30 U.S.C. 191);
- *Federal Power Act of 1920 (§17)*, (41 Stat. 1072, 16 U.S.C. 810);
- *Taylor Grazing Act of 1934 (§10)*, (43 U.S.C. 315i);
- *Bankhead-Jones Farm Tenant Act (§33)*, (50 Stat. 526, 7 U.S.C. 1012);
- *The Act of June 22, 1948, relating to the Superior National Forest, State of Minnesota*, (62 Stat. 570, 16 U.S.C. 577g);

• *The Act of June 22, 1956, to amend the Act of June 22, 1948*, (70 Stat. 366, 16 U.S.C. 355);

• *Mineral Leasing Act for Acquired Lands of 1947 (§6)*, (61 Stat. 915, 30 U.S.C. 355);

• *Material Disposal Act of 1947 (§3)*, (61 Stat. 681, 30 U.S.C. 603); and

• *Refuge Revenue Sharing Act of 1978*, (92 Stat. 1321, 16 U.S.C. 715s(c)(2)).

The amount of the payments shown for each year is the total payment applicable to the fiscal year in which the receipts are collected, without regard as to the timing of the actual disbursement of funds to the recipients. The amounts to be deducted are reported to the BLM each year by the Governor of each State or his/her delegate.

or

② Seventeen cents in fiscal year 1997 for each acre of "entitlement land" within the boundaries of the unit of government without any deductions made for the other Federal land payments received by the unit of government in the preceding fiscal year.

Any payment made for "entitlement lands" is subject to a ceiling based on the population within the unit of government. The ceiling is based on a sliding scale, starting in fiscal year 1997 at \$86 per capita for populations up to 5,000 and \$34.50 for populations at or above 50,000. All populations over 50,000 will be computed at the 50,000 level for a maximum payment of \$1,725,000. Under the first Alternative method of calculation, if the total calculated payment (\$1.29 cents per entitlement acre) exceeds the ceiling, the reductions for other Federal land payments received are made from the ceiling amount, not from the amount derived by multiplying \$1.29 cents per acre.

◆Section 6904 Payments◆

Under 31 U.S.C. 6904, payments are also authorized for any lands or interests therein acquired after December 31, 1970, as additions to the National Park System or National Forest Wilderness Area. These lands must have been subject to local real property taxes within the five-year period preceding

the acquisition by the Federal government. Payments under this section are made in addition to payments for entitlement lands under 31 U.S.C. 6901. The payments are based on one percent of the fair market value of the lands at the time of acquisition, but may not exceed the amount of real property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which the property was acquired. Section 6904 payments for each acquisition are to be made annually for 5 years following each acquisition.

compute alternative payment calculations and the final disbursement schedule sent to Treasury.

Federal payments of \$100 or more made under Section 6904 must be distributed by the recipient unit of local government to those units of local government and affected school districts which have incurred losses of real property taxes due to the acquisition of these lands or interests therein. Distribution shall be in proportion to the tax revenues assessed and levied by the affected units of local governments and school districts in the year prior to the acquisitions of these lands by the Federal government.

♦

Section 6905 Payments♦

Under 31 U.S.C. 6905., payments are authorized for any lands or interests in lands owned by the Federal government in the Redwood National Park, or Acquired in the Lake Tahoe Basin under the Act of December 22, 1980 (P.L. 96-586, 94 Stat. 3383). Section 6905 payments continue until the total amount paid equals 5 percent of the fair market value of the lands at the time of acquisition. However, the payment for each year cannot exceed the actual property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which the property was acquired by the Federal Government.

♦

Administrative Expenses♦

Up to \$400,000 of the Appropriation may be used for administrative expenses of implementing the Act such as coordination with Congress and other Federal land-managing agencies, communications with State officials and counties which receive payments, and the cost of salaries, expenses and Automated Data Processing services needed to

Table 2. Summary of Payments to Eligible Units of Government By State, BLM, 1995 Actual

<i>State/Territory</i>	<i>1995 Payment</i>	<i>State/Territory</i>	<i>1995 Payment</i>
Alabama	\$ 128,383	Montana	7,728,042
Alaska	4,713,135	Nebraska	309,432
Arizona	8,435,253	Nevada	6,462,198
Arkansas	1,522,152	New Hampshire	497,705
California	9,622,524	New Jersey	40,699
Colorado	6,261,012	New Mexico	10,526,252
Connecticut	20,790	New York	57,276
Delaware	10,455	North Carolina	1,237,405
District of Columbia	39,205	North Dakota	636,761
Florida	1,331,898	Ohio	312,746
Georgia	585,358	Oklahoma	763,180
Guam	858	Oregon	2,750,810
Hawaii	9,547	Pennsylvania	165,060
Idaho	7,055,399	Puerto Rico	21,387
Illinois	305,684	South Carolina	206,308
Indiana	220,167	South Dakota	1,104,377
Iowa	124,153	Tennessee	409,179
Kansas	325,800	Texas	1,238,208
Kentucky	519,722	Utah	8,682,967
Louisiana	131,852	Vermont	238,257
Maine	81,524	Virgin Islands	9,986
Maryland	42,083	Virginia	964,503
Massachusetts	44,826	Washington	4,790,430
Michigan	1,137,606	West Virginia	851,376
Minnesota	603,747	Wisconsin	332,958
Mississippi	395,804	Wyoming	5,721,115
Missouri	1,262,356	<i>Total</i>	100,989,910

Summary of Requirements by Object Class

Appropriation: Payments in Lieu of Taxes

Object Class	1996 Enacted		Uncontrollable & Related Changes		Program Changes		1997 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent		155		0		5		160
11.9 Total personnel compensation	3	155	0	0	0	5	3	160
12.1 Personnel benefits		15		0		1		16
25.2 Other services		150		0		(1)		149
31.0 Equipment		10		0		(5)		5
41.0 Grants, subsidies, & contributions		101,170		0		0		101,170
99.0 Total obligations	3	101,500	0	0	0	0	3	101,500

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Program and Financing (in thousands of dollars)

Identification code: 14-1114-0-1-806		1995 actual	1996 estimate to date	1997 estimate
Obligations by program activity:				
00.01	Payments in Lieu of Taxes.....	102,244	101,500	101,500
10.00	Total obligations.....	102,244	101,500	101,500
Budgetary resources available for obligation:				
21.40	Unobligated balance available, start of year.....	13,696	199	199
22.00	New budget authority (gross).....	101,409	101,500	101,500
22.10	Resource available from recoveries of prior year obligations.....	3,544	0	0
22.30	Unobligated balance expiring.....	(16,206)	0	0
23.90	Total budgetary resources available for obligations.....	102,443	101,699	101,699
23.95	New obligations.....	(102,244)	(101,500)	(101,500)
24.40	Unobligated balance available, end of year.....	199	199	199
New budget authority (gross), detail:				
Current authority:				
40.00	Appropriation (general fund).....	103,909	101,500	101,500
40.35	Appropriation rescinded.....	(2,500)	0	0
70.00	Total new budget authority.....	101,409	101,500	101,500
Change in unpaid obligations:				
72.40	Unpaid obligated balance, start of year.....	47	(2,517)	(2,517)
73.10	New obligations.....	102,244	101,500	101,500
73.20	Total outlays (gross).....	(101,264)	(101,500)	(101,500)
73.45	Adjustments in unexpired accounts.....	(3,544)	0	0
74.40	Unpaid obligated balance, end of year.....	(2,517)	(2,517)	(2,517)
Outlays (gross), detail:				
86.90	Outlays from new current authority.....	101,264	101,500	101,500
86.93	Outlays from current balances.....	0	0	0
87.00	Total outlays, gross.....	101,264	101,500	101,500
Net budget authority and outlays:				
89.00	Budget authority.....	101,409	101,500	101,500
90.00	Outlays.....	101,264	101,500	101,500

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Object Classification (in thousands of dollars)

Identification code: 14-1114-0-1-806		1995 actual	1996 estimate to date	1997 estimate
11.1	Personnel compensation, full-time permanent.....	101	155	160
12.1	Personnel benefits.....	15	15	15
21.1	Travel and transportation of persons.....	2	5	10
24.1	Printing and reproduction.....	9	15	15
25.3	Other services.....	88	200	190
31.2	Equipment.....	5	10	10
41.1	Grants, subsidies, and contributions.....	102,024	101,100	101,100
99.9	Total obligations.....	102,244	101,500	101,500

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Personnel Summary

Identification code: 14-1114-0-1-806	1995 actual	1996 estimate to date	1997 estimate
Total compensable workyears:			
Full-time equivalent employment.....	2	3	3

Appropriation: Land Acquisition

Appropriation Language Sheet

For expenses necessary to carry out the provisions of sections 205, 206, and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands or waters, or interests therein, \$12,800,000, to be derived from the Land and Water Conservation Fund, to remain available until expended.

Appropriation Language Citations

For expenses necessary to carry out the provisions of sections 205, 206, and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands or waters, or interests therein, \$12,800,000, to be derived from the Land and Water Conservation Fund, to remain available until expended.

16 U.S.C. 460f,
16 U.S.C. 460y,
43 U.S.C. 1715, 1716, 1718,
P.L. 103-332
P.L. 104-91, 104-92, 104-99

16 U.S.C. 4601 provides that funds received by the Secretary as "exchange equalization payments" be deposited in the Treasury and are authorized to be appropriated for acquisitions in the King Range National Conservation Area and are to remain available until expended.

16 U.S.C. 460y authorizes acquisition of lands or interests in lands, within the area and proximate lands of the King National Conservation Area.

43 U.S.C. 1715, 1717, and 1748 authorize the acquisition of lands or interests in lands where it is consistent with land use plans, by purchase, exchange, donation, or eminent domain, when such actions are in the public interest.

P.L. 103-332. The Department of the Interior and Related Agency Appropriations Act of 1995 provides funding for BLM programs.

Continuing Resolutions, P.L. 104-91, 104-92, 104-99, provide funding for BLM in FY 1996, based upon levels in P.L. 103-32, the Department of the Interior and Related Agencies

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1995 Actual		1996 Enacted To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1997 Budget Request		Inc.(+) Dec.(-) from 1996	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
LAND ACQUISITION	43	13,260	43	12,800	(43)	(12,800)	43	12,800	43	12,800	0	0
Land Acquisition	11	9,667	11	9,550	(11)	(9,550)	11	9,550	11	9,550	0	0
Acquisition Mgmt	32	3,593	32	3,250	(32)	(3,250)	32	3,250	32	3,250	0	0

The funding level for the Land Acquisition Account is based on each year's proposed project request and is independent of the previous years funding level.

BUREAU OF LAND MANAGEMENT
Analysis of Budgetary Resources by Activity
 (dollars are in thousands)

Account: Land Acquisition
(14-5033-0-2-302)

Activity	1995 Actual BA	1996 Enacted To Date	1997 Budget Request	Dec. (-) Inc. (+) From 1996
Land Acquisition				
BA Available for obligation:				
Appropriation	11,164	9,550	9,550	0
Appropriation Rescinded	(1,497)	--	--	--
Unoblig. Bal., Start of Year	16,140	16,328	3,737	(12,591)
Recovery of Prior Year Oblig.	37	--	--	--
Transfers to/from Other Accts	--	--	--	--
Emerg. Auth. Reprogrammings	--	--	--	--
Replenishment Supplementals	--	--	--	--
Total BA Available	25,844	25,878	13,287	(12,591)
Less obligations	9,516	22,141	13,287	(8,854)
Unobligated Balance, End of Year	16,328	3,737	0	(3,737)
FTE	11	11	11	0
Acquisition Management				
BA Available for obligation:				
Appropriation	3,593	3,250	3,250	0
Appropriation Rescinded	--	--	--	--
Unoblig. Bal., Start of Year	149	1,460	710	(750)
Recovery of Prior Year Oblig.	--	--	--	--
Transfers to/from Other Accts	--	--	--	--
Emerg. Auth. Reprogrammings	--	--	--	--
Replenishment Supplementals	--	--	--	--
Total BA Available	3,742	4,710	3,960	(750)
Less obligations	2,282	4,000	3,960	(40)
Unobligated Balance, End of Year	1,460	710	0	(710)
FTE	32	32	32	0
Land Acquisition Total				
BA Available for obligation:				
Appropriation	14,757	12,800	12,800	0
Appropriation Rescinded	(1,497)	--	--	--
Unoblig. Bal., Start of Year	16,289	17,788	4,447	(13,341)
Recovery of Prior Year Oblig.	37	--	--	--
Transfers to/from Other Accts	--	--	--	--
Emerg. Auth. Reprogrammings	--	--	--	--
Replenishment Supplementals	--	--	--	--
Total BA Available	29,586	30,588	17,247	(13,341)
Less obligations	11,798	26,141	17,247	(8,894)
Unobligated Balance, End of Year	17,788	4,447	0	(4,447)
FTE	43	43	43	0

Activity Summary**Activity: Land Acquisition****Table 1** Activity Summary (\$000s)

Activity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
Land Acquisition \$	9,667	9,550	-9,550	+9,550	9,550	+9,550
FTE	11	11	-11	+11	11	+11
Acquisition Mgt \$	3,593	3,250	-3,250	+3,250	3,250	+3,250
FTE	32	32	-32	+32	32	+32
Total Dollars	13,260	12,800	-12,800	+12,800	12,800	+12,800
Total FTE	43	43	-43	+43	43	+43

••Authorizations••

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1701 et seq.) provides authority for acquisition (1715, 1716) of lands or interests in lands by purchase, exchange, donation, or eminent domain, when it is consistent with the mission of the Department and with land use plans (1715(b)); in exercising this authority, appropriations from the Land and Water Conservation Fund (LWCF) may be used to purchase lands which are primarily of value for outdoor recreation purposes (1748(d)).

The Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 4601-4 et seq.), authorizes planning, acquisition, and development of needed land and water areas and facilities; in exercising this authority, appropriated funds from the LWCF may be used for such acquisition to assist in preserving, developing, and assuring accessibility for the benefit of present and future citizens of the United States of America.

The Wild and Scenic Rivers Act, as amended (16 U.S.C. 1271 et seq.) authorizes, 1277(d), the Secretary to

exchange or dispose of suitable Federally-owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System. Similar exchange authority is contained in *The National Trails System Act of 1968, as amended 16 U.S.C. 1241 et seq.*

Other acts such as *The King Range National Conservation Area Act of 1970, as amended (16 U.S.C. 460y), The San Pedro Riparian National Conservation Area Act, in Arizona (16 U.S.C. 460xx), The Arkansas-Idaho Land Exchange Act of 1992 (P.L. 102-584), Utah School Lands Act (P.L. 103-93), and The California Desert Protection Act of 1994 (P.L. 103-433),* authorize the Secretary of the Interior to enter into land exchanges.

P.L. 103-332, The Department of the Interior and Related Agencies Appropriations Act of 1995 provides funding for BLM programs.

♦♦Activity Description♦♦

Funds received by the Land Acquisition Activity provide opportunities to acquire properties which contain special values that benefit the public through their acquisition. Funds are available until spent.

Types of acquisitions include easements, exchanges, and purchases. The preferred method of acquisition is exchange but it is sometimes necessary to acquire properties by purchase. Funds also are used to pay for the processing actions necessary to complete land acquisition. This includes costs associated with title research, appraisals, project planning, surveys, program coordination with other program areas and with local governments and private parties as well as administrative support services necessary for the land acquisition program.

Activity: Land Acquisition

Subactivity: Land Acquisition

Table 2. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	9,667	9,550	-9,550	+9,550	9,550	+9,550
FTE	11	11	-11	+11	11	+11

◆◆ Objective ◆◆

The objectives of the land acquisition program are to:

- carry out specific acquisition projects authorized by Acts of Congress by acquiring essential non-Federal lands or interests in lands;
- support the Administration's initiatives relating to natural resource and environmental infrastructure by:
 - supporting "Fish and Wildlife 2000" by acquiring wildlife habitat, and riparian wetland areas, and
 - supporting "Recreation 2000 Update" by acquiring lands with recreational opportunities including wilderness inholdings, cultural resources, and access to these public lands;
- secure key properties necessary to protect endangered species, promote biological diversity or protect lands containing scarce or critical resources; and
- increase public lands management efficiency through consolidation of public lands, in manageable areas.

◆◆ 1997 Program ◆◆

The land acquisition projects provide opportunities to adjust the public lands ownership patterns to improve manageability and to acquire properties

which contain special values that benefits the public through their acquisition.

◆◆ Acquisition ◆◆

Emphasis will be on the use of land exchanges as the preferred method of acquiring lands to meet the Administration's initiatives, especially the protection and enhancement of wetlands and riparian areas. The BLM request for 1997 includes \$8,550,000 for line item land acquisition projects. A prioritized list of projects will be submitted separately.

Table 3. 1997 Land Acquisition Projects

PROJECT	STATE	COST (\$000s)
The BLM request in 1997 includes \$8,550,000 for line item land acquisition projects. A prioritized list of projects will be submitted separately.	Bureauwide	8,500
Emergency/Hardship/Inholding Acquisitions	Bureauwide	1,000
TOTAL		9,550

BUREAUWIDE
Emergency/Hardship/Inholding Acquisition: \$1,000,000
These funds provide for the acquisition of tracts within designated recreation/conservation areas which become available for acquisition upon short notice. Acquisitions of these lands will prevent development or uses which may adversely impact resource values in the designated area and facilitate implementation of the management objectives for the area. This funding will also enable the agency to take advantage of "windows of opportunity" by acquiring important tracts as they become available or where potential conflicting property uses threaten resource values within a designated area.

Activity: Land Acquisition

Subactivity: Acquisition Management & Exchanges

Table 4. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	3,593	3,250	-3,250	+3,250	3,250	0
FTE	32	32	-32	+32	32	0

→ 1997 Program →

The Acquisition Management program provides the required technical, administrative and program management support to guide the development and implementation of the BLM land acquisition program. Processing purchases and exchanges include costs associated with title research, appraisals, project planning, surveys, program coordination with other program areas and with local governments and private parties as well as administrative support services necessary for the land acquisition program.

♦ Land Exchange ♦

Land exchange is the preferred method of land acquisition. About 250,000 acres are acquired annually through exchange. Some exchanges are partially funded by the Land and Water Conservation Fund through the Land Acquisition Appropriation.

Others are processed through the Lands and Realty Management Activity in the Management of Lands and Resources Appropriation.

Acquisition through exchange is cheaper for the Federal government than purchase but is more time consuming than most purchases. Greater emphasis on exchanges increases the number of options available during negotiations with resource owners. Processing costs for exchanges are usually higher than purchases but land exchanges remain the preferred method of acquisition due to their relatively low impact on local government revenues. While exchanged parcels may vary in size, their values are

about the same. Unless purchases are offset by disposals, land which has been taxable is removed from tax liability, reducing local jurisdiction revenues.

Despite the preference for exchange as the mechanism for land acquisition, there are circumstances which make

purchase the only timely alternative. If funds are available for purchase, it is possible to prevent loss of sensitive resources by purchasing the land in a relatively short time frame.

Sensitive resources are often found within private inholdings or parcels which, if acquired, will improve ownership patterns and allow improved resource management.

Summary of Requirements by Object Class

Appropriation: Land Acquisition

Object Class	1996 Enacted		Uncontrollable & Related Changes		Program Changes		1997 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent		1,870		(1,870)		1,950		1,950
11.3 Other than full-time permanent		100		(100)		100		100
11.5 Other personnel compensation		47		(47)		47		47
11.8 Special personal svcs payments		3		(3)		3		3
11.9 Total personnel compensation	43	2,020	(43)	(2,020)	43	2,100	43	2,100
12.1 Civilian personnel benefits		500		(500)		500		500
13.0 Benefits for former personnel		10		(10)		10		10
21.0 Travel & transportation of persons		20		(20)		20		20
22.0 Transportation of things		20		(20)		20		20
23.2 Rental payments to others		8		(8)		8		8
23.3 Communications, utilities, & misc		9		(9)		9		9
24.0 Printing and reproduction		10		(10)		10		10
25.2 Other services		900		(900)		900		900
26.0 Supplies and Materials		33		(33)		33		33
31.0 Equipment		30		(30)		30		30
32.0 Lands and structures		9,240		(9,240)		9,160		9,160
99.9 Total obligations	43	12,800	(43)	(12,800)	43	12,800	43	12,800

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Program and Financing (in thousands of dollars)

Identification code: 14-5033-0-2-302		1995 actual	1996 estimate to date	1997 estimate
Obligations by program activity:				
00.01	Land acquisition.....	9,516	22,141	13,287
00.02	Acquisition management.....	2,282	4,000	3,960
10.00	Total obligations.....	11,798	26,141	17,247
Budgetary resources available for obligation:				
21.40	Unobligated balance available, start of year...	16,289	17,788	4,447
22.00	New budget authority (gross).....	13,260	12,800	12,800
22.10	Resources available from recoveries of prior year obligations.....	37	0	0
23.90	Total budgetary resources available for obligations.....	29,586	30,588	17,247
23.95	New obligations.....	(11,798)	(26,141)	(17,247)
24.40	Unobligated balance available, end of year.....	17,788	4,447	0
New budget authority (gross), detail:				
Current authority:				
40.20	Appropriation (general fund).....	14,757	12,800	12,800
40.35	Appropriation rescinded.....	(1,497)	0	0
43.00	Appropriation (total).....	13,260	12,800	12,800
70.00	Total new budget authority.....	13,260	12,800	12,800
Change in unpaid obligations:				
72.40	Unpaid obligated balance, start of year.....	1,720	1,083	22,220
73.10	New obligations.....	11,798	26,141	17,247
73.20	Total outlays (gross).....	(12,398)	(5,004)	(15,658)
73.40	Adjustments in unexpired accounts.....	(37)	0	0
74.40	Obligated balance, end of year.....	1,083	22,220	23,809
Outlays (gross), detail:				
86.90	Outlays from current authority.....	10,715	1,920	1,920
86.93	Outlays from current balances.....	1,683	3,084	13,738
87.00	Total outlays, gross.....	12,398	5,004	15,658
Net budget authority and outlays:				
89.00	Budget authority.....	13,260	12,800	12,800
90.00	Outlays.....	12,398	5,004	15,658

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION

Object Classification (in thousands of dollars)

Identification code: 14-5033-0-2-302		1995 actual	1996 estimate to date	1997 estimate
Personnel compensation:				
11.1	Full-time permanent.....	1,818	1,870	1,950
11.3	Other than full-time permanent.....	84	100	100
11.5	Other personnel compensation.....	16	50	50
11.8	Special personal services payments.....	12	50	20
11.9	Total personnel compensation.....	1,930	2,070	2,120
12.1	Civilian personnel benefits.....	259	500	500
21.0	Travel and transportation of persons.....	74	300	100
22.0	Transportation of things.....	62	100	100
23.0	Rent, communications, and utilities.....	25	250	50
24.0	Printing and reproduction.....	4	250	50
25.2	Other services.....	573	1,771	2,027
26.0	Supplies and materials.....	33	300	50
31.0	Equipment.....	25	100	50
32.0	Land and structures.....	8,813	20,500	12,200
99.9	Total obligations.....	11,798	26,141	17,247

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Personnel Summary

Identification code: 14-5033-0-2-302	1995 actual	1996 estimate to date	1997 estimate
Total compensation workyears:			
Full-time equivalent employment.....	43	43	43
Full-time equivalent of overtime and holiday hours.....	1	1	1

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Appropriation: Oregon and California Grant Lands

Appropriation Language Sheet

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; \$108,379,000, to remain available until expended: Provided, That 25 percent of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land-grant fund and shall be transferred to the General Fund in the Treasury in accordance with the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876).

Appropriation Language Citations

1. For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; \$108,379,000 to remain available until expended:

16 U.S.C. 594
43 U.S.C. 1181 a,b,d,f
43 U.S.C. 1701 et seq.
53 Stat. 753
P.L. 103-332
P.L. 104-99, 104-92, 104-99

43 U.S.C. 1181 a, b, d-f, the Oregon and California Grant Lands Act of 1937, provides for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 et seq., the Federal Land Policy and Management Act of 1976, as amended, provides for the public lands to be generally retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the public lands and their resources; for establishing uniform procedures

for any disposal, acquisition, or exchange; for protecting areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the Mining and Minerals Policy Act of 1970.

The Federal Land Policy and Management Act, applies to all public lands which include the O&C Grant Lands by definition (43 U.S.C. 1702). However, §701(b) of FLPMA (43 U.S.C. 1701 note) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and Coos Bay Wagon Road Act, insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

53 Stat. 753, The act of May 24, 1939 relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.

Continuing Resolutions, P.L. 104-91, 104-92, 104-99, provide funding for BLM in FY 1996, based upon levels in P.L. 103-32, the Department of the Interior and Related Agencies Appropriation Act for 1995.

2. *Provided*, That 25 percent of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876).

This language was first enacted in the 1953 *Interior Department Appropriations Act* when a portion of funds appropriated in the BLM "Construction" account were provided specifically for construction and acquisition projects and made a reimbursable charge against the one-third portion of receipts which were eligible to be returned to the O&C counties under the provision of the second paragraph of subsection (b) of Title II of the O&C Act. This language has been included in all subsequent appropriations.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1995 Actual		1996 Estimate To Date		Uncontrollable Related Change (+/-)		Program Changes (+/-)		1997 Budget Request		Inc.(+) / Dec.(-) from 1996	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
OREGON & CALIFORNIA GRANT LANDS	1,113	97,254	1,105	93,379	0	881	105	14,119	1,210	108,379	105	15,000
Western Oregon												
Construction & Acquisition	7	884	5	284	0	0	0	0	5	284	0	0
Construction	2	604	0	0	0	0	0	0	0	0	0	0
Acquisition	5	280	5	284	0	0	0	0	5	284	0	0
Western Oregon												
Facilities Maintenance	123	9,883	96	7,208	0	90	19	1,910	115	9,208	19	2,000
Facilities Maintenance	43	3,067	34	2,557	0	35	10	965	44	3,557	10	1,000
Transportation Maintenance	80	6,816	62	4,651	0	55	9	945	71	5,651	9	1,000
Western Oregon												
Resources Mgmt	941	71,862	979	75,962	0	791	54	3,986	1,033	80,739	(2)	4,777
Forest	260	20,809	240	20,000	0	204	10	723	250	20,927	10	927
Reforestation & Forest Development	226	22,968	269	26,509	0	270	11	816	280	27,595	(2)	1,086
Other Forest Resource	438	26,781	453	28,128	0	317	33	2,447	486	30,892	33	2,764
Resource Mgt Planning	17	1,307	17	1,325	0	0	0	0	17	1,325	0	0
Western Oregon												
Information & Data Systems	15	2,648	12	2,148	0	0	0	0	12	2,148	0	0
Info Systems Operations & Maintenance	14	2,433	12	2,148	0	0	0	0	12	2,148	0	0
Resource Data Acquisition & Management	1	215	0	0	0	0	0	0	0	0	0	0
Jobs-in-the-Woods	27	11,977	13	7,777	0	0	32	8,223	45	16,000	32	8,223

Amounts entered for this account in the President's Budget Appendix reflect annual operating fund levels under P.L. 104-99, the ninth CR, and in total are \$1,992,000 less than the 1996 amounts shown herein, which reflect the account level in H.R. 1977, the Interior and Related Agencies Appropriations Act, 1996, as reported by the Conference.

JUSTIFICATION OF UNCONTROLLABLE COST CHANGES

(dollars are in thousands)

Oregon and California Grant Lands

	1996 Enacted	1997 Change
Additional cost in 1997 of the January 1996 Pay Raises		189
The adjustment is for an additional amount needed in 1997 to fund a portion of the estimated cost of pay increases effective in January 1996.		
Additional cost in 1997 of the January 1997 Pay Raises		692
The adjustment is for an additional amount needed in 1996 to fund a portion of the estimated cost of pay increases effective in January 1997.		

♦♦ Appropriation Summary Statement ♦♦

The Oregon and California (O&C) Grant Lands appropriation primarily provides for management of the revested Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road (CBWR) Grant Lands. As mandated by the O&C Act of 1937 (43 U.S.C. 1181), these lands are managed for permanent forest production under the principle of sustained yield. Other activities on O&C lands include: Wilderness, Recreation, Riparian and Aquatic, Upland Resources and Wildlife management programs. BLM also constructs and maintains facilities in support of O&C programs, and does planning and resource analysis.

Resources on intermingled public domain land (about 10% of the land base) are managed under the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976 and are also included in this appropriation. Land classifications receiving funding from this appropriation are shown in the following table.

Table 1. Land Status of BLM-Managed Lands in Western Oregon.

Land Status	Acres
Oregon and California Grant Lands	2,072,000
Coos Bay Wagon Road Lands	75,000
Public Domain	239,500
Total, BLM western Oregon lands	2,386,500

Programs conducted on certain additional O&C lands (492,399 acres) within National Forests are managed by the Forest Service and included in the Forest Service budget request.

The BLM management objectives in western Oregon are largely the same as those for the management of public land throughout the Nation: to provide for forest diversity and sustainability while providing an array of multiple use benefits and services to local communities and the general public. The main-

tenance and enhancement of biological diversity, and ensuring sustainability of renewable resources, will provide a permanent supply of timber; protect and enhance watersheds, fish and wildlife habitat, provide recreational opportunities; and contribute to the economic stability of local communities dependent upon these lands.

The following major activities are financed by this appropriation:

♦Western Oregon Resources Management♦

Provides for the management of 2.4 million acres of lands which are primarily forests in western Oregon. These lands support a number of resource management activities described in the *Forest Plan for a Sustainable Economy and Sustainable Environment* and Resource Management Plans, including ecological timber sale, grazing, watershed management, wildlife habitat and fisheries, and recreation and cultural resources. All activities are planned as a complementary activity in conjunction with providing forest diversity and sustainability. Resource management planning is also included in this activity.

♦Western Oregon Information and Resource Data Systems♦

Provides for the acquisition, operation and maintenance of the automated data support systems required for the management of the O&C programs. With the implementation of the new RMPs in 1995, the program focus has changed from maintaining data for the plans to making the data operational for use in monitoring, adaptive management, developing timber sale plans, habitat management plans, and other activity plans.

♦Western Oregon Facilities Maintenance♦

Provides for maintenance of office buildings, warehouse and storage structures, shops, greenhouses, recreation sites and the transportation system necessary for the management of the lands in western Oregon.

◆Western Oregon Construction and Acquisition◆

Provides for the acquisition of road easements and road use agreements for timber site access and for other resource management activities; transportation planning and survey and design of access and other resource management roads; several construction projects on BLM lands in western Oregon; and rock aggregate used in the construction of access roads.

◆Jobs in the Woods◆

Provides for employment opportunities for displaced forest workers and to restore impaired forests. Projects include wildlife and riparian improvement projects, forest improvement projects, stream restoration projects, road maintenance, road closures, and road and bridge replacement, improvement and repair.

◆Presidential and Secretarial Initiatives◆

Most habitat for the northern spotted owl is found in forest lands of western Oregon, Washington, and northern California. Timber harvesting and other management activities on these lands affect these owls and their habitat.

Since the northern spotted owl was identified in the early 1980's as an indicator species for old-growth forest, protection of the spotted owl has been a National controversy involving executive branch land management agencies, the judicial branch, and the legislative branch of the Federal government. For example, in 1989 environmental groups obtained injunctions prohibiting the sale of old-growth timber on lands administered by the BLM near spotted owl sites. In June 1990, the US Fish and Wildlife Service listed the northern spotted owl as "threatened" under the Endangered Species Act. In May 1991, Western District Judge Dwyer, enjoined the Forest Service from issuing new timber sales within northern spotted owl habitat until agencies completed an Environmental Impact Statement and plan to protect the owl and other old-growth related species.

◆The President's Forest Plan◆

The President released his *Forest Plan for a Sustainable Economy and Sustainable Environment* on July 1, 1993, a comprehensive and innovative blueprint for the management of forested lands in the Pacific Northwest and Northern California. In developing the Forest Plan, the Department of the Interior worked actively with the U.S. Forest Service, the Environmental Protection Agency, the National Marine Fisheries Service, other Federal agencies, State and local governments, and other interested constituents

The Record of Decision for the President's Forest Plan and Environmental Impact Statement was signed April 14, 1994, and western Oregon Resource Management Plans were completed in 1994. On December 21, 1994, the U.S. District Court upheld the Plan. This support marked a significant step in the Administration's attempt to balance the management of public lands for the protection and preservation of old growth forests and habitat with its desire to stimulate the economies of local communities. In short, approval of the Plan provides for a sustainable level of timber harvest, while protecting the environment.

BLM requests a total of \$49.2 million for the President's Forest Plan, an increase of \$15.6 million from the 1995 level. This includes \$33.2 for the Forest Plan and \$16 million for Jobs in the Woods, increases of \$7.4 million and \$8.2 million respectively from the 1995 level. The Forest Plan Record of Decision and new Resource Management Plans serve as the strategic blueprints for the management of all of the O&C lands. Thus, all funding in the O&C account, which totals \$108.4 million, is directly or indirectly tied to the Forest Plan.

Implementation of the President's Forest Plan is supported by the activities outlined in this section. In 1997, particular focus will be placed on forest resource management initiatives that ensure the continued availability of public lands for recreational opportunities, oversee livestock management, support soil, water and air quality rehabilitation projects, and manage wildlife and fish habitat. Additional focus will be placed on reforestation and

facility and transportation maintenance. Together, these efforts will allow BLM to meet the full harvest level of 211 MMBF targeted in the Forest Plan.

Table 2. Department of the Interior Forest Plan Funding 1997 (\$ 000s)

(\$ 000)	1996 Policy Estimate	1997 Increase (+/-)	1997 Budget Request
Jobs in the Woods			
Bureau of Land Management	7,777	+8,223	16,000
Fish and Wildlife Service	2,600	+1,400	4,000
Bureau of Indian Affairs	2,600	+400	3,000
Subtotal	12,977	+10,023	23,000
Forest Plan Implementation			
Bureau of Land Management	25,810	+7,350	33,160
Fish and Wildlife Service	11,878	+5,372	17,250
Natural Resources Research Function within the USGS	3,000	+1,060	4,060
National Park Service	136	+100	236
Subtotal	40,824	+13,882	54,706
BIA Timber Program	1,500	+0	1,500
Total	55,301	+23,905	79,206

The Plan is highly dependent on the completion of these activities, particularly watershed assessments, which are the basis for management decisions, monitoring, and restoration programs.

Another important element of the President's Forest Plan is the "Jobs in the Woods" program. The program's goal is to provide employment opportunities for displaced forest workers, stimulate local economies, and restore impaired forests. The work planned provides opportunities for contracting with the private sector. In 1997, "Jobs-in-the-Woods" will focus primarily on watershed stabilization, riparian enhancement, and stream habitat improvement projects.

•O&C Revenue and Receipts•

Title II of the Oregon and California Grant Lands Act of 1937, 43 U.S.C. 1181f, (50 Stat. 876, Title II) provides that revenues from the Oregon and California Grant Lands be distributed as follows:

-Fifty percent to the 18 O&C counties in western Oregon (subsection (a) of Title II of the O&C Act);

-An additional 25 percent to the 18 O&C counties after delinquent tax claims were paid and after the United States Treasury was reimbursed for money advanced to make payments in lieu of taxes prior to 1937; (provided in the second paragraph of subsection (b) of Title II of the O&C Act); and

Twenty-five percent to the General Fund of the Treasury to be made available upon appropriation by Congress to administer the O&C lands (provided in subsection (c) of Title II of the O&C Act).

O&C timber receipts from the harvest of timber on the Oregon and California (O&C) Grant Land, the Coos Bay Wagon Road (CBWR) Lands and intermingled public domain (P.D.) lands of western Oregon have been and remain a significant source of revenue to both the U.S. Treasury and the 18 O&C counties.

Historically, receipts from O&C lands were divided between the U.S. Treasury and the O&C counties on a 50-50 basis. Due to resource conflicts, harvest levels have dropped significantly from historical levels, impacting local economies. To stabilize O&C county revenues, appropriation language for 1991, 1992, and 1993, included a provision for a floor payment to be made to the O&C counties to ensure total payments would be equal to the annual average of the five-year period between 1986-1990 (the payment could not exceed total receipts collected).

The payment formulas were modified in the Omnibus Reconciliation Act of 1993. The Act provides the western Oregon counties a "special payment amount" based on an annually decreasing percentage of a five year average (1986-1990) replacing both the old O&C payment and the new Coos Bay Wagon Road payment. The Table shows the special payment schedule through the year 2003. However, for each year from 1999 through 2003, payments to counties will be the greater of either the special payment amount identified, or fifty percent of total receipts, whichever is greater. Table 5 shows the payment schedule to the counties through the year 2003.

Receipts from Coos Bay Wagon Road lands also are now included in the Special Payment to western Oregon Counties. Receipts from public domain lands are divided among the State (4 percent), the General Fund of the Treasury (20 percent), and the Reclamation Fund (76 percent).

Legislative direction in the Emergency Salvage Timber Sale Provisions of the 1995 Rescissions Act encourages increased levels of salvage timber to be harvested in 1996. Tables 3 and 4 show timber receipts from O&C, Coos Bay, and public domain lands. Receipts from salvage sales should remain at the same level in 1997 as in 1996. Since 1993, the Federal share of all the receipts generated from timber salvage sales is deposited in the Forest Health and Recovery Account to be used for further salvage of timber and reforestation of these lands. These salvage sales are not part of the total volume prepared and offered for sale under the President's Forest Plan.

Table 3. O&C Timber Receipts (\$000s)

Year	Receipts	Year	Receipts
1974	105,770	1985	147,242
1974	118,489	1986	136,844
1975	90,456	1988	217,740
1976	150,201	1989	219,822
1977	212,091	1990	206,457
1976	172,579	1991	139,758
1979	198,585	1992	181,304
1980	195,214	1993	131,359
1981	193,911	1994	60,075
1982	79,143	1995	39,928
1983	92,306	1996	83,281 ¹
1984	134,084	1997	83,978 ¹
1985	118,688		

¹ estimate

Table 4. Timber Sale Receipts (\$000's) - 1995, 1996, and 1997

	1995	1996 ¹	1997 ¹
Public Domain Land			
Regular Sales	4,094	1,500	1,500
Salvage Sales	1,151	4,950	5,000
Subtotal	5,245	6,450	6,500
O&C Lands			
Regular Sales	38,536	79,516	80,180
Salvage Sales	1,392	3,765	3,798
Subtotal	39,928	83,281	83,978
Coos Bay Wagon Road			
Regular Sales	308	5,881	6,000
Salvage Sales	42	419	422
Subtotal	350	6,300	6,422
Total	45,523	96,031	96,900

¹ Estimate

Table 5. Special Payment Schedule

Payments to Counties from Western Oregon Timber Sale Receipts ¹			
FY	O&C Land	Coos Bay Wagon Road Land	Total Payment
1994	\$78,586,460	\$624,920	\$79,211,380
1995	\$75,812,820	\$602,864	\$76,415,684
1996	\$73,039,180	\$580,808	\$73,619,988
1997	\$70,265,540	\$558,752	\$70,824,292
1998	\$67,491,901	\$536,696	\$68,028,597
1999 ¹	\$64,718,261	\$514,640	\$65,232,901
2000	\$61,944,621	\$492,584	\$62,437,205
2001	\$59,170,981	\$470,528	\$59,641,509
2002	\$56,397,341	\$448,472	\$56,845,813
2003	\$53,623,702	\$426,416	\$54,050,118

¹Counties will receive the Special Payment Amount from 1994 to 1998. From 1999 to 2003, they will get the special payment amount or 50% of total receipts, whichever is greater Omnibus Budget Reconciliation Act of 1993.

Activity Summary**Activity: Western Oregon Construction and Acquisition**

Table 6. Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
Construction	\$ 604	0	0	0	0	0
FTE	2	0	0	0	0	0
Acquisition	\$ 284	284	0	0	284	0
FTE	5	5	0	0	5	0
Total Dollars	884	284	0	0	284	0
Total FTE	7	5	0	0	5	0

◆ **Authorizations** ◆

The Oregon and California Grant Lands Act of 1937 (43 U.S.C. 1181) provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California (O&C) Railroad Grant Lands and the Reconveyed Coos Bay Wagon Road (CBWR) Lands located in western Oregon.

The Act of May 24, 1939 (53 Stat. 753) relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for the protection of timber from fire, disease, and insects.

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1702, 1701 note) applies to all "public lands" which include the O&C Grant Lands by definition (§103(e)). However, §701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition

of revenue from lands and resources, the latter Acts will prevail. In addition, many other Federal statutes regarding natural resource management and protection apply to the management of the O&C and CBWR Lands in western Oregon.

◆ **Activity Description** ◆

The Western Oregon Construction and Acquisition activity provides for the acquisition of easements and the development of facilities to provide continuous legal access to lands for forest management purposes and to maintain access to recreation sites for public use. For example, legal access for forest management may be provided by a reciprocal road use agreement and access to recreation areas for the general public are normally provided for by an easement.

It is estimated that 200,000 acres of land administered by the BLM in western Oregon are unavailable for timber harvest, recreation use, or other purposes due to the lack of legal access. The need to restrict access to certain sensitive habitat areas and the increased demand for recreation use has resulted in increased access needs.

Justification of Program and Performance**Activity: Western Oregon Construction and Acquisition**
Subactivity: Construction

Table 7. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$ (000)	604	0	0	0	0	0
FTE	2	0	0	0	0	0

◆◆ Objectives ◆◆

The western Oregon Construction program provides for:

- planning and administration of construction projects geared towards preservation, protection, and enhancement of the social and economic aspects of local forests;
- developing and maintaining transportation plans;
- designing access roads to areas for general resource management purposes. The design work includes projects involving large amounts of rock excavation, difficult rock quarry and crushing operations, large or complex drainage structures and bridges, or complex stabilization work such as horizontal drains or retaining wall structures.

◆◆ 1997 Program ◆◆

Western Oregon construction projects are not a priority in 1997. Emphasis is being placed on continued implementation of the President's Forest Plan with particular focus on facility and transportation projects, forest development and management initiatives, and natural resource and habitat protection.

Justification of Program and Performance**Activity: Western Oregon Construction and Acquisition**
Subactivity: Acquisition

Table 8. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	280	284	0	0	284	0
FTE	5	5	0	0	5	0

◆◆ Objectives ◆◆

The objectives of the Western Oregon Acquisition Program are to:

- obtain and maintain legal access to western Oregon lands under BLM administration for program management. Legal access must be provided to support the timber sale program; other forest management activities such as forest restoration, reforestation, thinning, and fertilization; various other silvicultural activities; and other resource program management activities; and

- obtain and maintain necessary legal access for the general public, such as access to developed recreation sites and to large tracts for extensive public uses such as hunting, fishing, etc.

◆◆ 1997 Program ◆◆

The Western Oregon easement acquisition program is an integral part of the management of activities under the President's Forest Plan. Timber management plans increasingly require the need for access to scattered parcels of Federal lands at lower elevations. These tracts are generally surrounded by private owners and require easements. The need for access on private land is considered when a private landowner applies for a right-of-way grant. The easement is then acquired through reciprocal rights in lieu of paying consideration. The current trend is that less public land is accessible with the same or equal number of easements.

The budget provides for highest priority acquisition needs. Acquisition costs include negotiations, surveys, appraisals and title evidence.

Table 9. Performance Indicators, Acquisition 1995, 1996, 1997.

Performance Indicator	1995 Actual	1996 Enacted To Date	1997 Budget Re- quest	Change From 1996 (+/-)
Easements acquired	21	30	25	(5)

Activity Summary**Activity: Western Oregon Facilities Maintenance**

Table 10. Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
Facilities Maintenance \$	3,067	2,557	+35	+965	3,557	+1,000
FTE	43	34	0	+10	44	+10
Transportation Maint \$	6,816	4,651	+55	+945	5,651	+1,000
FTE	80	62	0	+9	71	+9
Total Dollars	9,883	7,208	+90	+1,910	9,208	+2,000
Total FTE	123	96	0	19	115	+19

♦♦ Authorizations ♦♦

The Oregon and California Grant Lands Act of 1937 (43 U.S.C. 1181) provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California (O&C) Railroad Grant Lands and the Reconveyed Coos Bay Wagon Road (CBWR) Lands located in western Oregon.

The Act of May 24, 1939 (53 Stat. 753) relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for the protection of timber from fire, disease, and insects.

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1702, 1701 note) applies to all "public lands" which include the O&C Grant Lands by definition (§103(e)). However, §701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition

of revenue from lands and resources, the latter Acts will prevail.

In addition, many other Federal statutes regarding natural resource management and protection apply to the management of the O&C and CBWR Lands in western Oregon.

♦♦ Activity Description ♦♦

The Western Oregon Facilities Maintenance Activity provides for maintenance of office buildings, warehouse and storage structures, shops, greenhouses, recreation sites and the transportation system necessary for the management of the lands in western Oregon.

The western Oregon transportation system currently being maintained by the BLM consists of 18,500 miles of road (which include 131 miles of *Back Country Byways*), 150 miles of trails, and 2 airstrips, along with related appurtenances such as 382 bridges, retaining walls, and subsurface drainage systems. Timber haul roads, or "fee roads," are maintained using road maintenance fees which are collected from commercial users. The remaining

roads, trails, and airstrips are maintained using these appropriated funds. This is commonly referred to as the "non-fee" system. Western Oregon roads were originally built to provide access for logging and to support forest management. Today, the BLM relies on this road system to access and administer dispersed public lands for various multiple uses including timber, wildlife, recreation, and watershed management.

Justification of Program and Performance**Activity: Western Oregon Facilities Maintenance**
Subactivity: Facilities Maintenance

Table 11. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	3,067	2,557	+35	+965	3,557	+1,000
FTE	43	34	0	+10	44	+10

◆Objectives◆

The objectives of the western Oregon facilities maintenance program in western Oregon are to:

- support the President's Forest Plan on infrastructure maintenance; and
- protect the capital investment in BLM-owned buildings, recreation sites and utility systems; and ensure safe, efficient, convenient and functional compatibility to the general public and BLM personnel throughout the intended design life of the facilities.

◆1997 Program◆

◆Recreation Facilities◆

The primary focus of facilities maintenance is upgrading infrastructure needs to accommodate increasing public use, particularly for recreation purposes. The program provides services to recreation sites such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe, mitigating hazards, and repairing and maintaining facilities on the 77 developed recreation complexes and 24 undeveloped sites in western Oregon. Objectives in 1997 include the maintenance of recreation facilities at a standard that protects resource values, meets public health and safety standards, protects the public investment, and fosters pride in public land stewardship.

◆Buildings◆

The types of facilities maintained by BLM in western Oregon vary widely from complex district office buildings, to tree seed extractors, to greenhouses for seedling production. Facility units include: 120 sites, 343 buildings, 23 water systems, 11 sewer systems and 6 electrical distribution systems. These facilities range from complex administrative sites and large visitor centers to small radio repeater buildings and well houses. Some of these structures do not require annual or periodic maintenance (e.g., well houses or repeater buildings). Other buildings, such as office complexes and visitor centers, require continuous maintenance.

◆Engineering Services◆

Professional engineering expertise is needed on all construction projects to perform project planning, survey and design work, and contract supervision. Other examples of engineering services include condition inventories of BLM facilities.

◆Justification of 1997 Program Changes◆

Table 12. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$(000)	3,557	+965
FTE	44	+10

The 1997 Budget Request is \$ 3,557,000 and 44 FTE, a program increase of \$965,000 and 10 FTE. The additional funding will be used to maintain BLM facilities and services in western Oregon that are necessary for the proper implementation of the President's Forest Plan. Maintenance work at several complexes has been neglected, creating a backlog of repair that must be met to implement the Forest Plan and to protect the public's past economic investments in public land facilities.

Table 13. Performance Indicators, Facilities Maintenance (O&C) 1995, 1996, 1997.

Performance Indicator	1995 Actual	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Facilities Maintained (number)	164	243	262	+19
Recreation Sites Maintained (number)	60	80	86	+6

Justification of Program and Performance

Activity: Western Oregon Facilities Maintenance Subactivity: Transportation Systems Maintenance

Table 14. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$ (000)	6,816	4,651	+55	+945	5,651	+1,000
FTE	80	62	0	+9	71	+9

◆ Objectives ◆

The objectives of the western Oregon transportation systems maintenance program (which is funded through a combination of direct appropriation and a permanent appropriation) are to:

- support the infrastructure maintenance in conjunction with the President's Investment in America's Growth initiative;
- maintain the BLM's western Oregon road, trail and airstrip system in the condition needed for proper land and resource management;
- provide for the safe and efficient transport of forest products from the forest to the milling, manufacturing or loading facility; and
- provide safe access to forest lands for the forest industry, BLM personnel, and the general public.

◆ 1997 Program ◆

BLM's Western Oregon road maintenance schedule calls for the yearly maintenance on 4,800 to 5,000 miles of primary timber haul road, and for the maintenance of those parts of the secondary system that receive higher than normal use or have sustained damage from natural causes. Maintenance includes inspection and corrective actions necessary for all of the bridges and structures that are an integral part of the road system. Maintenance of the road system is performed primarily by BLM crews.

The primary focus of road maintenance occurs on those high priority roads and trails that are essential to public safety, and that ensure access necessary to carry out essential intensive forest management work on the BLM lands in western Oregon.

◆ Federal Highway Administration ◆

In 1997 \$80,000 will be transferred to FHWA to provide bridge inspections and load rating determinations for bridges on BLM-administered roads. An estimated 193 bridges will be inspected. On occasion, FHWA provides rock aggregate for use in road maintenance. The funds for this work are transferred from BLM to FHWA each year as the work is required.

◆ Justification of 1997 Program Changes ◆

Table 15. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$ (000)	5,651	+945
FTE	71	+9

The 1997 Budget Request is \$5,651,000 and 71 FTE. This is a program increase of \$945,000 and 9 FTE.

The change reflects an emphasis to improve road and bridge maintenance in order to ensure management access for fire protection and forest management to carry out the Forest Plan. Repairs are planned for roads adjacent to streams containing resident and anadromous fish in order to prevent environmental hazards that could potentially impact the health of forest forests and subsequent timber harvest levels. The bureau also plans to reduce the backlog of other road and bridge maintenance work with this funding.

Table 16. Performance Indicators, Transportation Systems Maintenance 1995, 1996, 1997.

Performance Indicator	1995 Actual	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Roads maintained (miles)	3,639	2,668	4,600	+1,937

Activity Summary**Activity: Western Oregon Resources Management**

Table 17. Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
Forest Management	\$ 20,809	20,000	+204	+723	20,927	+927
FTE	260	240	0	+10	250	+10
Forest Development	\$ 22,968	26,509	+270	+816	27,595	+1,086
FTE	226	269	0	+11	280	+11
Other Resources	\$ 26,781	28,128	+317	+2,447	30,892	+2,764
FTE	438	453	0	+33	486	+33
Planning	\$ 1,307	1,325	0	0	1,325	0
FTE	17	17	0	0	17	0
Total Dollars	71,862	75,962	+791	+3,986	80,739	+4,777
Total FTE	941	979	0	+54	1,033	+54

♦♦ Authorizations ♦♦

The Oregon and California Grant Lands Act of 1937 (43 U.S.C. 1181) provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California (O&C) Railroad Grant Lands and the Reconveyed Coos Bay Wagon Road (CBWR) Lands located in western Oregon.

The Act of May 24, 1939 (53 Stat. 753) relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for the protection of timber from fire, disease, and insects.

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1702, 1701 note) applies to all "public lands" which include the O&C Grant Lands

by definition (§103(e)). However, §701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

In addition, many other Federal statutes regarding natural resource management and protection apply to the management of the O&C and CBWR Lands in western Oregon.

♦♦ Activity Description ♦♦

Western Oregon Resources Management Activity provides for the management of 2.4 million acres of forest lands in western Oregon. These lands support a number of resource management activities described in the President's *Forest Plan for a Sustainable Economy and Sustainable Environment* and

Resource Management Plans. Option 9 of the Forest Ecosystem Management Assessment Team (FEMAT) report, setting a new direction in land and forest management for Federal agencies in the Pacific Northwest and northern California. All activities carried out under the Western Oregon Resource Management Activity are complimentary and are intended to carry out the principles set forth in the Forest Plan. These include such broad initiatives as forest management, forest development, natural resource and habitat protection, and recreation management.

To meet the objectives of the President's Forest Plan, the BLM has completed six Resource Management Plans (RMP's) for Western Oregon. These user plans establish guidelines for forest planning in western Oregon, ultimately defining a new approach to forest management that is built around the management of entire forests rather than its individual parts. In general, the plans provide for a sustainable supply of timber and other non-timber resources by providing for varying management approaches that restore and sustain the health, productivity, and diversity of forests and forest habitat. Continued implementation of these plans will be a priority in 1997.

Accordingly, BLM's focus in 1997 will be on maintaining an efficient flow of the timber pipeline. The criteria of the Forest Plan calls for the harvest of approximately 155 MMBF of timber in 1996 and the BLM has every intention of meeting this goal. As such, BLM will continue to design and administer timber sales, maintain the sustainability of forest resources and timber harvest levels through innovative reforestation techniques, manage habitat and other natural resources needed for growth of productive and healthy forests, and collect, maintain, and make available the data necessary for effective forest management. Other demands on the forest are recreational, requiring the BLM to manage forests for the dual purpose the Forest Plan and recreational resource uses.

Another objective of the President's Forest Plan is to stimulate economic growth for local communities, providing resource products, values,

and services for present needs and for future generations. In part, this will be accomplished by the production of up to 400 new job opportunities via the Jobs-in-the-Woods initiative.

Justification of Program and Performance

Activity: Western Oregon Resources Management

Subactivity: Forest Management

Table 18. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	20,809	20,000	+204	+723	20,927	+927
FTE	260	240	0	+10	250	+10

• Objectives •

The major objectives of the forest management program in western Oregon are to:

- produce a sustainable level of timber sales in accordance with the President's Forest Plan allowable sale quantity (ASQ);
- receive fair market value for the sale or use of products, and prevent, investigate, and eliminate unauthorized use;
- ensure natural abundance and diversity of the forests to assure sustainability of resource values as part of the multiple-use concept by restoring, maintaining, and enhancing forest conditions;
- monitor ecological impacts and resource trends to determine effectiveness of management measures in protecting forest function, form, and sustainability, and to ensure compliance with Federal and State laws and regulations including the State nonpoint source management plan;
- support the protection and management of habitat for wildlife species, including threatened & endangered species, conduct and support research and studies to provide species protection, and help develop and implement recovery plans as appropriate;

- implement best management practices on watersheds to minimize nonpoint source pollution from BLM lands; and

- assist in the improvement of anadromous fish habitat consistent with BLM's *Fish and Wildlife 2000* plan and the report on "Anadromous Fish Habitat Management on Public Lands, A Strategy for the Future" and maintain or enhance the fisheries potential of anadromous fish streams in the Pacific Coast drainage.

• 1997 Program •

The focus of this program is to design and administer a sustainable level of timber sales by implementing forest management initiatives that ensure compliance with state laws and regulations, monitor ecological trends, and support the research, protection and management of habitat for wildlife species.

BLM manages nearly 2.4 million acres of land in western Oregon. The majority (2.2 million acres) of this land is covered with coniferous forest and provides habitat for over 600 species of wildlife.

Given the rigorous criteria of the President's Forest Plan, 22% (497,000 acres) of the 2,211,000 forested acres are available for harvest. Of the 2,211,000 acres, about 16% (347,000 acres) are old growth (200 years and older). Of the 347,000 acres of old growth, 58,000 acres (17%) are available for timber

harvest and the remaining 289,000 acres (83%) are protected from harvest. Under the criteria of the President's Forest Plan, BLM plans to offer 211 MMBF of timber for sale under the commercial sale program.

On July 27, 1995, the Rescissions Act (Public Law 104-19) became law. Subsections 2001 (b) and (d) of the Act provided certain authorities for the preparation, offering, and award of salvage sales. Subsection 2001 (k) provided for the release or award of certain sales which as of the enactment date were sold/unawarded. A total of 213 MMBF of these sales has been identified as possibly subject of the law; 62 MMBF was awarded in 1995. Whether the remaining sales are subject to the Act is the subject of litigation. Under the salvage sale provisions of the law, 20.5 MMBF was offered in 1995 and 23 MMBF is planned for sale in 1996 in western Oregon. These salvage sales are not part of the total volume prepared and offered for sale under the Forest Plan, but management initiatives for the preparation of these sales is completed through these activities.

In order to effectively manage forests in western Oregon for sustainable use, the BLM will continue experimentation in adaptive management areas in 1997. These areas have been identified for ecological experimentation and social innovation to develop and demonstrate new ways to integrate ecological and economic objectives and allow for local involvement in defining the future.

In addition, the BLM will continue to plan other forest management initiatives to enhance forest resources. Focus will be placed on the development of multi-layered forest canopies, creating or improving specific wildlife/fisheries habitats, species diversity, and watershed conditions. To accomplish these objectives, the BLM will begin reestablishing forests in riparian zones, promoting mixed conifer/hardwood stands, identifying and/or creating snags for cavity dwelling species, and leaving riparian buffers or through the placement of woody debris.

Through the advent of these forest management practices managers can effectively refill the timber pipeline by closely replicating natural events,

accomplishing their multiple-use and sustained yields, and providing sustainable levels of forest commodities.

♦♦Justification of 1997 Program Changes♦♦

Table 19. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$(000)	20,927	+723
FTE	250	+10

The 1997 Budget Request is \$20,927,000 and 250 FTE, a program increase of \$723,000 and 10 FTE. The increase will be used to begin refilling the timber pipeline, assuring future sustainable levels of timber sales and other forest commodities in accordance with the Forest Plan. Particular focus will be on initiatives that monitor ecological impacts and resource trends, protecting and managing habitat, and implementing best management practices on watersheds to minimize nonpoint source pollution.

Justification of Program and Performance

Activity: Western Oregon Resources Management

Subactivity: Reforestation and Forest Development

Table 20. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	22,968	26,509	+270	+816	27,595	+1,086
FTE	226	269	0	+11	280	+11

◆◆ Objectives ◆◆

The major objectives of this program are to:

- maintain sustainability of forest resources and timber harvest levels through successful reforestation utilizing site preparation, tree planting, young stand maintenance and protection, genetic tree trait conservation, and growth enhancing and forest health practices such as stand density control, prescribed burning, fertilization, pruning, and genetic tree improvement;
- develop site specific and watershed level prescriptions utilizing silvicultural techniques which emphasize maintaining biological diversity and a predictable and sustainable level of timber production;
- maintain up-to-date inventories of sites available for reforestation and forest development; and
- prioritize sites for treatment based upon activities required by, and planned as a part of, existing timber sales, potential for success, and return for investment.

◆◆ 1997 Program ◆◆

◆ Forest Management ◆

Under the Forest Plan, reforestation and forest development activities will take place on a broad range of land use classifications. These land classifications are divided into two categories:

- Designated Areas - Includes Late-Successional Reserves, Riparian Reserves, Adaptive Management Areas, Managed Late-Successional Areas, Congressional Reserved, and Administratively Withdrawn Areas; and

- Matrix Lands - Connectivity/Diversity Blocks and General Forest Management Areas (GFMA) and Adaptive Management Areas.

In part, the forest management initiatives to be carried out on these lands in 1997 represent an effort on the part of BLM to test new management approaches and achieve ecological, economic, social, and other community objectives necessary for proper forest growth and timber harvest.

In order to achieve sustainable levels of forest resources and timber harvests in 1997, BLM will engage in site preparation, tree planting, young stand maintenance and protection, genetic tree trait conservation, and growth enhancing and forest health practices. BLM will also develop site specific and watershed level prescriptions using silvicultural techniques, protect special status species and species habitat, as well as maintain up-to-date inventories of sites available for reforestation and forest development.

◆ Forest Development ◆

The forest development program provides a critical link in the implementation of the President's Forest Plan and the requirements of the resource management plans. These plans provide standards and

guidelines for the development of timber sale plans, reforestation and stand management practices required to utilize the full productive potential of the forest lands. This productive potential is not just timber volume produced, but includes wildlife and aquatic habitat, water quality, and recreational opportunities, etc.

In 1997 BLM will continue to develop and reforest land in order to meet its targets for timber harvest. At this time there is no reforestation backlog. Forest develop requirements include planting, maintenance, fertilization, tree density control, and stand conversion. The Forest Plan and management plans significantly changed land use allocations, standards, and guidelines related to desired forest stand conditions. Requirements for effective reforestation vary according to individual harvest units. See the following table. Actual needs start with inventory and usually require expenditures for site preparation. Site preparation techniques, including prescribed burning, are frequently required prior to reforestation.

Table 21. Forest Development Opportunities Under Review

Projected Silvicultural Treatments (acres) ¹	
Site Preparation	0
Stand Maintenance	45,500
Planting	0
Conversion	11,100
Release/PCT	45,900
Fertilization	159,900
Pruning	0

¹ Treatment acres are still under review subject to completion management objectives associated with changes in land use allocation.

♦Sustained Yield Requirements♦

The allowable sale quantity for 1997 is estimated to be 211 MMBF. The BLM fully intends to meet this target and will focus on completing the following

activities outlined in the forest management plans to do so:

- site surveying (inventories) to determine need for treatment and treatment effectiveness;
- preparing sites for planting;
- planting a high quality, genetically superior seedlings, and planting back to a mix of species that reflects the natural level of diversity on the site;
- maintaining plantation survival and growth by protecting seedlings from damage by animals, drought, and heat, and by releasing seedlings from competing vegetation;
- maintaining and restoring the genetic diversity within managed forest stands, implement gene conservation strategies, and improve the genetic traits of planting stock in order to provide higher quality trees and disease resistant tree populations;
- precommercial thinning to improve plantation growth and promote a diversity of tree species and structure for wildlife goals;
- fertilizing to improve tree growth rates;
- pruning to improve wood quality and increase value at the time of harvest;
- converting conifer sites from brush fields/hardwoods back to conifer production;
- attaining research support to evaluate the effectiveness of treatments in meeting landscape objectives; and
- managing seed orchards and progeny test sites on a low maintenance level to meet the seed needs in case of catastrophic events.

Reforestation and other forest development practices are required in order to meet the objectives of the proposed forest management plans which include protection of the spotted owl, marbled Murrelet, endangered fish runs and other forest components as well as providing a sustained yield

of timber. The annual mix of practices will vary due to the necessity to capitalize on "biological windows" (i.e., the biologically best time to thin or fertilize). The proposed user plans assume timely and effective treatments in order to produce the outputs identified.

♦♦Justification of 1997 Program Changes♦♦

Table 22. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$(000)	27,595	+816
FTE	280	+11

The 1997 Budget Request is \$ 27,595,000 and 280 FTE, a program increase of \$816,000 and 11 FTE. The increase supports agency obligations for successful reforestation of harvested lands, which requires that young trees be maintained in healthy

condition and with adequate distribution to reestablish forested lands. Accordingly, BLM will focus on the growth of seedlings, preparation of sites, and maintenance of young stands. The BLM will also concentrate on precommercial thinning, fertilization, release, and pruning initiatives to guarantee future sustained yield harvests. These treatments will help provide desired forest conditions consistent with user plans and the President's Forest Plan.

While the proposed forest development work creates jobs and enhances habitat, as do "Jobs in the Woods" projects, these land treatments are primarily associated with management of an ecological timber program designed to ensure survival of new and young plantations, thus protecting initial investments and ensuring long term forest growth and productivity.

Table 23. Performance Indicators, Reforestation and Forest Development 1995, 1996, 1997.

Performance Indicator	1995 Actual	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Reforestation (acres)	53,300	43,100	49,000	+5,900
Forest Stand Treatments (acres)	14,700	20,900	31,000	+10,100

Justification of Program and Performance

Activity: Western Oregon Resources Management

Subactivity: Other Forest Resources Management

Table 24. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$ (000)	26,781	28,128	+317	+2,447	30,892	+2,764
FTE	438	453	0	+33	486	+33

Components of other forest resources management include: rangeland management; recreation management; soil, water and air management; and wildlife habitat and fisheries management for BLM administered lands in western Oregon. Funding for most of these programs has increases substantively since 1990 in response to changing resource values and workloads associated with Forest Plan implementation (watershed analysis, T&E species inventory, monitoring, etc).

Activities in these programs are interrelated and projects are planned and carried out in a collaborative and interdisciplinary manner. These programs are major components of the BLM's multiple-use approach to natural resource management and stewardship and are elements necessary to reach the objective of the President's Forest Plan in western Oregon. Most recently, BLM has placed significant emphasis on managing forest lands for recreational purposes.

Recreation Management

◆◆ Objectives ◆◆

The major objectives of the western Oregon recreation management program are to:

- implement BLM's Recreation 2000 update strategic plan and Adventures in the Past;
- ensure the continued availability of public land for a diversity of resources-dependent outdoor

recreation and cultural opportunities while maintaining the commitment to managing the public land consistent with the O&C Act and FLPMA;

- manage and monitor the basic natural, cultural and scenic resources found on public lands in a manner that assures the protection of sensitive resources and the continued availability of quality outdoor recreation and cultural opportunities and experiences;
- implement cultural resource site protection/stabilization measures to ensure preservation and management of archaeological and historical resources, such that they will continue to be available for recreational, cultural and scientific use as appropriate;
- protect and enhance Congressionally designated areas such as Wild and Scenic Rivers, Wilderness areas, trails etc;
- place a priority on providing a variety of public recreation opportunities and experiences through visitor awareness information, interpretation, and protection, with emphasis of on-the-ground presence;
- expand and strengthen cooperative partnerships with Federal, state and local agencies and the private sector to enhance the outdoor recreation and cultural opportunities offered on and adjacent to the public lands;

- ensure that recreation and cultural resource planning efforts foster public awareness and encourage public participation. The BLM will cooperate in other Federal, State and local recreation and cultural planning efforts;

- determine and allocate recreation or cultural use as necessary through the use of the BLM planning system;

- issue special recreation permits in an equitable manner as a means to control visitor use, to protect the resources, and to provide for private and commercial recreation use;

- assure that recreational users assume their share of the cost of maintaining recreation facilities and protecting resources by establishing and assessing equitable fees at appropriate facilities and for certain recreational uses of the public lands;

- develop and maintain cooperative relationships with National, state and local tourism entities and assist them in promoting local tourism;

- utilize the *Back Country Byways* program to enhance opportunities for pleasure driving associated with the scenic, cultural and natural resources of western Oregon lands; and

- coordinate proposed activities on the public lands with appropriate American Indian tribes to provide for protection of resources important to their cultural heritage.

• 1997 Program •

The western Oregon lands offer recreational opportunities that are Nationally significant and unique in their diversity, quantity and quality. The program encompasses activities associated with 100 miles of rivers in the National Wild and Scenic River system; 81 miles of National Recreation, Scenic and Historic Trails; 89 developed recreation sites; over 10,000 miles of roads suitable for travel by normal vehicles, and several thousand miles of primitive roads used for back-country exploring, hunting and fishing; 26 boat access sites; 180 miles of floatable rivers, 2,125 miles of fishing streams;

and 33 special and 16 extensive recreation management areas; 5 cultural resource sites listed on the National Register of Historic Places; and 188 miles of designated *Back Country Byways*.

In 1997, the focus of recreation management activities will continue to be on the implementation of on-going recreation resource-dependent initiatives, including implementation of existing wild and scenic river management plans, watchable wildlife, backcountry byway and forest interpretation, multiple use trails and the operation of existing recreational facilities. Primary program objectives include the provision of outdoor recreation opportunities consistent with the principles of sound landscape management and the enhancement of local community timber dependent economies.

The BLM will continue to promote tourism to public lands and make efforts to interpret its forest management program for visitors. As part of BLM's *Recreation 2000*, the *Adventures in the Past* and the *Back Country Byways* initiatives promote public visitation to interpreted cultural resources sites and provide opportunities for public participation in various facets of the cultural resources program (guided tours, assisting in field work, cataloguing artifacts, and monitoring sites). These programs have also been effective in stimulating the growth of local economies.

In 1997 BLM will also focus on resource protection. This element of the program is directed at preventing degradation or damage to recreational and cultural resources from recreation oriented activities and natural erosion. Project work will be completed that aims at reducing erosion by directing use away from fragile soils, protecting and stabilizing cultural sites and installing devices to prevent overuse of sensitive vegetative or wildlife areas.

Finally, BLM will provide management and oversight to significant archaeological, cultural and natural history sites, by assisting in research and data collection that aids in forest management resource program planning.

For example, coordination with Native American tribal organizations is an important part of the cultural resource management program in 1997. Several of the western Oregon tribal organizations have recently regained formal recognized status and are in the process of acquiring a land base, which may include some public lands. This tribal resurgence includes interest in natural resources relevant to cultural heritage concerns for both preservation and interpretation purposes. This cultural use of resources is a growing component of the program and requires increasing cooperation in the development and management of the public lands and natural resources on these lands in western Oregon.

Soil, Water, and Air Management

◆ Objectives ◆

The objectives of the western Oregon soil, water and air management program are to:

- implement the Oregon/Washington Riparian-Wetland Enhancement plan;
- support protection and rehabilitation of wetlands and riparian areas;
- provide land managers with baseline data on soils, including information on soil capabilities, suitabilities, behavior and use limitations;
- provide land managers with baseline data on water resources, including information on water quality, use and availability. Provide inventories, assessments and quantification of water sources for water rights filings to support the forest management and development, biodiversity, riparian/wetlands, fish and wildlife, and recreation programs. Comply with requirements imposed by State laws relative to water rights;
- provide land managers with information on air quality (smoke impacts, acid rain, visibility), climatology and meteorology;
- develop criteria and guidance to mitigate potential detrimental effects of forest management and

development activities on soil productivity, water quality and quantity, and air quality:

- implement best management practices and watershed improvement projects to minimize nonpoint source pollution from BLM lands in western Oregon; and
- monitor water and air quality to determine effectiveness of mitigation measures in protecting water and air quality, and to ensure compliance with Federal and State laws and regulations and the State nonpoint source management plan.

◆ 1997 Program ◆

◆ Watershed Planning ◆

Particular emphasis will be given to watershed planning in 1997. Under the President's Forest Plan, all interdisciplinary activities center around the completion of a watershed assessment, which is used to help delineate riparian reserves and is the basis for management decisions, monitoring, and restoration programs.

This approach includes a high level of BLM participation in provincial-level teams responsible for the identification and analysis of physiographic provinces and particular watersheds. Watershed analysis will be performed on watersheds (hydrologic units) that range from 20-200 square miles as described in the President's Forest Plan. By the end of 1996, analyses will be completed on approximately 67 percent of BLM administered lands. When the watershed analysis for a Physiographic Province, an area of similar hydrologic and aquatic habitat features, are completed they will be aggregated to create Physiographic Province plans for the 13 identified provinces of the President's Forest Plan.

The purpose of aggregation of smaller watersheds into larger Physiographic Provinces, is to enable more effective holistic or landscape management. For example, the end product will be a report that describes the distribution patterns, the type, and the relative importance of resource values, impacts, and important mechanisms. It will describe what issues will need to be considered during project

planning in different parts of the watershed. The report will describe specific considerations for the design of riparian reserves, road systems, restoration projects, cumulative effects analysis, monitoring programs, and general planning.

♦Water quality♦

Another area of emphasis in 1997 will be on watershed monitoring to comply with Oregon's nonpoint source management plan. Monitoring is expected to increase as a result of the completion of the decadal planning effort and the start of implementation of the watershed recommendations. Monitoring will be focused on implementation and effectiveness of best management practices approved in the management plans and will be required to implement completed Omnibus Oregon Wild and Scenic Rivers Act management plans. Watershed improvement projects will be directed at reducing levels of nonpoint source pollution from past management activities. Efforts will continue to acquire State water rights which are critical for the forest prescribed burning and road construction programs.

♦Riparian/wetlands♦

Western Oregon forests includes riparian zones along several hundred miles of BLM managed streams that flow through managed forest areas. Goals and objectives of BLM's Riparian-Wetland Initiative for the 90's have been incorporated in Oregon's riparian-wetland management plan which has been revised to include western Oregon. The soil, water and air program will play a major role in supporting, coordinating and directing the riparian-wetland effort in western Oregon in 1997.

Wildlife Habitat and Fisheries Management

♦Objectives♦

The objectives of the western Oregon wildlife habitat, fisheries and botany management programs are to:

- implement the President's Forest Plan for the benefit of human use and healthy natural habitats for species;
- improve anadromous fish habitat consistent with BLM's *Fish and Wildlife 2000* plan and the report on "Anadromous Fish Habitat Management on Public Lands, A Strategy for the Future";
- comply with the Endangered Species Act (ESA) by implementing stipulations to avoid impacts on threatened, endangered or proposed plant and animal (T&E) species or their critical habitat, consult or conference with the FWS and NMFS when there is a determination that an action may affect or any T&E or proposed (if adversely affected) species or its critical habitat, and to aid in the recovery of T&E and proposed species;
- increase populations of threatened and endangered (T/E) plants, fish and wildlife on western Oregon Lands, and restore species and populations to historic ranges, consistent with BLM land use plans, in cooperation with Federal and State wildlife agencies;
- manage the habitat of special status plants and animals, as well as species identified in the President's Forest Plan, to maintain populations at a level which will avoid endangering the species and/or the need to list the species as threatened or endangered by either State or Federal Governments; and
- enhance conservation programs and habitat management of special status animal or plant species in partnership with private, state, and other Federal organizations;

- implement Oregon's *Fish and Wildlife 2000* plan and the Oregon/Washington Riparian Wetland Enhancement plan;
- enhance public understanding and appreciation of fish, wildlife, and plant resources through "Bring Back the Natives," "Watchable Wildlife," and "Celebrating Wildflowers" initiatives cooperatively with Federal and nonfederal partners; and
- manage habitats for long term persistence of native plant wildlife and fish resources in the context of human use and recreation under the President's Forest Plan.

◆ 1997 Program ◆

The focus of the 1997 program will be on conducting inventories to identify and quantify the habitat of terrestrial, aquatic, and T/E species into various condition classes and needs. In part, this monitoring will be used for further analyses that assure that the recommended management strategies benefit the habitats and species.

These activities provide the forest management program with the required biological expertise to implement Federal laws such as the ESA, Sikes Act, Migratory Bird Treaty Act, and the Wetlands and Water Quality Executive Orders, and thus, facilitate an orderly, effective and environmentally sound timber, recreation, and other resource management programs.

◆ *Anadromous Fish Habitat* ◆

In accord with the President's Forest Plan, management within watersheds with anadromous fish habitat will focus on habitat restoration. Accordingly, BLM will continue to implement its "Anadromous Salmonid Habitat Management Strategic Plan" in 1997.

This strategy focuses on the restoration of anadromous fish habitat in coastal Oregon, Washington, and Northern California. It identifies the following needs for coastal Oregon and Washington over the next ten years: inventory and evaluation 1637 miles of streams; restore 484 stream miles

and 27,570 riparian acres through various land management practices in order to increase production of salmon and steelhead to ensure the continued viability of these stocks; prepare 34 basin plans and 68 sub-basin plans, and monitor high priority habitats.

Of the six species of anadromous fish found in coastal streams, two (Umpqua cutthroat trout and coastal coho salmon) are proposed and the remaining four (chinook salmon, chum salmon, pink salmon, and steelhead) are being considered for listing as threatened or endangered by the National Marine Fisheries Service. The severely depressed status of these stocks has resulted in a shortened fishing season, adverse economic effect on commercial fisheries and coastal communities, and loss of sport fishing opportunities.

◆ *Special Status Species Habitat* ◆

BLM lands in western Oregon support approximately 250 Special documented or suspected to occur in western Oregon (Federally listed, proposed, candidate, state listed or Bureau sensitive) plant and animals. The majority of these species are currently listed as Federal candidates species, which means the potential exists for many to be listed by FWS as they process the huge backlog of species in this category.

In 1997 BLM will continue to be actively involved in intensive monitoring on selected study areas and conducting research on habitat use, movements, and population analysis of these special status species. Particular focus will be on the over 1,000 known spotted owl and Marbled Murrelet sites. In addition, the BLM will continue to conduct baseline inventories, develop adequate management plans, and monitor impacts of both authorized and unauthorized uses for the majority of Special Status Species and other species of concern that occur on BLM lands in western Oregon.

Finally, the President's Forest Plan requires BLM management of 2,000 known sites and extensive surveys throughout the range of the Northern Spotted Owl for approximately 400 species which are important to forest health, but for which we

know very little. The time dependent and broad level surveys, in addition to monitoring needed to determine effectiveness of actions, will require extensive training and contracting in coordination with the Forest Service throughout the 24 million acre region.

♦Recovery Plans♦

In 1997 the BLM will be implementing management plans, threatened and endangered species recovery plans, and cooperative agreements and other efforts involving threatened, endangered, and candidate species' habitats. Recovery plans prepared under the auspices of the FWS identify work necessary to bring about de-listing and identify each agency's responsibilities in the recovery process. The BLM sometimes supplements recovery plans with specific management plans when necessary to accomplish its portion of the recovery efforts. In addition, the BLM will be active participates in interagency conservation agreements, strategies and working groups to enhance the recovery of listed species or species tending toward listing. BLM will continue to implement existing T/E recovery and management plans for species which rely on O&C land for habitat.

BLM will also be involved in managing late successional reserves, riparian reserves, other allocations under the Forest Plan and critical habitat areas to enhance recovery for the Spotted Owl, Marbled Murrelet, and at-risk salmon species. Work will include monitoring and inventory of critical habitat areas. In these areas, forest management practices will be directed at more quickly attaining old growth characteristics through creation of multi-story forest stands.

Range Management

♦Objectives♦

The major objectives of the western Oregon rangeland management program are to:

- maintain and improve vegetative conditions on grazed forest lands consistent with the maintenance of forest diversity and sustainability;
- utilize available forage for livestock production; and
- implement the Rangeland Reform initiative.

♦1997 Program♦

This program provides for grazing administration and rangeland management on public land in western Oregon. There are 148 grazing leases in western Oregon providing approximately 19,000 animal unit months (AUM's) of forage.

The 1997 rangeland management program workload consists of authorizing and issuing grazing leases, collecting fees, monitoring, providing necessary range use supervision and trespass control, and developing range improvement projects.

In five areas where there are large and well blocked lands, coordinated resource management plans (CRMPs) have been developed and needed management improvement projects constructed. Development and implementation of CRMPs will remain a priority in 1997. Two new CRMPs are planned to be accomplished and an additional 25 high priority areas are scheduled for CRMP development in the future.

In addition, livestock management will remain a priority in 1997 to assure the successful growth of seedlings and proper implementation of reforestation efforts. The BLM will erect fences, control the timing and degree of livestock grazing use on public lands, and initiate other water development projects necessary for proper forest growth.

Livestock management projects also help to accomplish other related resource management objectives such as the protection and improvement of important wildlife habitat, maintenance and improvement of water quality, and the protection of threatened and endangered plants and animals.

♦ Justification of 1997 Program Changes ♦

Table 25. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$(000)	30,892	+2,447
FTE	486	+33

The 1997 Budget Request is \$30,892,000 and 486 FTE, a program increase of \$2,447,000 and 33 FTE. In part, this additional funding will be used to conduct monitoring initiatives in accordance with the monitoring design of the Forest Plan. Accordingly, BLM will gather additional watershed analysis related base data and define requirements for and develop analytical tools for analyses, adaptive management area planning, monitoring and design support. These functions are essential for implementation of certain elements of the Forest Plan

Increased levels of land disturbing activities necessitate additional monitoring to assure conformance with standards and guides, aquatic conservation strategies and feedback which directs adaptive refinements of the Forest Plan. This is needed in order to achieve the desired and predicted health of the forest environment and to comply with laws and management policy.

The Forest Plan requires the BLM to survey and implement protective measures for approximately 400 species (fungi, lichens, mosses, mollusks, insects) throughout the region. Surveys for most of these species must be completed by 2006. This extensive effort, covering 24 million acres in the region, equates to 250,000 acres of BLM land per

year with climatically dictated repeat visits to earlier survey sites.

These surveys are beyond survey and management requirements for special status species covered by existing BLM and Forest Service policy. These additional species are critical for forest health by conversion of atmospheric elements and dead material into nutrients essential for tree growth and sustained forest productivity. A delay or reduction in funding will limit areas where projects can be implemented, reducing sale volumes available and limiting other activities scheduled for uninventoried or affected acres.

Finally, these activities will facilitate implementation of Jobs in the Woods projects designed as to restore impaired habitat, as well as ensure that appropriate actions are undertaken to protect T/E species without unnecessarily delaying other resource utilization programs. Interagency databases will be developed in cooperation with state and private groups to share data on plant and animal habitats.

Table 26. Performance Indicators, O&C Range Management 1995, 1996, 1997.

Performance Indicator	1995 Actual	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Vegetative/Land Treatment (acres)	0	0	0	0
Allotments Evaluated (number)	0	1	1	0
Rangeland Improvement Projects Developed (number)	3	3	1	(2)

Table 27. Performance Indicators, O&C Recreation Management 1995, 1996, 1997.

Performance Indicator	1995 Actual	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Cultural Sites Managed for Public Use (number)	63	63	63	0
Wild and Scenic River Suitability (number)	9	9	9	0
Wild and Scenic Rivers Designated (number)	6	6	6	0
National Trails Designated (number)	5	5	5	0
National Areas Designated (number)	1	1	1	0
Fee Sites Managed (number)	21	22	23	+1
Recreation Use Fees Collected (dollars)	260,168	290,000	320,000	+30,000
SRI's Issued and Fees Collected (number/dollars)	107/129,426	115/135,000	120/140,000	+5/5,000

Table 28. Performance Indicators, O&C Soil, Water and Air Management, 1995, 1996, 1997.

Performance Indicator	1995 Actual	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Watershed Analysis (000's acres)	802	642	640	(2)
Watershed Improvement Projects (000's acres)	163	31	30	(1)
Water Rights Documentation (number)	585	7	5	(2)

Table 29. Performance Indicators, O&C Wildlife and Fisheries, 1995, 1996, 1997.

Performance Indicator	1995 Actual	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Habitat Assessment (000's acres/miles of stream) ¹	18,000/550	20,000/500	20,000/500	0
Wildlife & Fisheries Projects Completed (number)	195	180	180	0
Conservation Agreements/Recovery Plans (number)	4	2	2	0
Special Management Areas (number)	1	1	2	+1

¹ Habitat Evaluation includes monitoring, inventory, and T&E habitat evaluations. The complexity of studying and inventorying the forest has increased with the concern for all living things in the forest. By 1996, BLM will be conducting inventories for over 250 fungi, bryophytes, lichens, mollusks, and amphibians, on each acre in support of the watershed analysis process. These life forms are smaller and harder to locate than what we have inventoried for in the past, and their study is more labor intensive.

Justification of Program and Performance

Activity: Western Oregon Resources Management

Subactivity: Resource Management Planning

Table 30. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	1,307	1,325	0	0	1,325	0
FTE	17	17	0	0	17	0

◆ Objectives ◆

The objectives of the Western Oregon Resource Management Planning program are to:

- develop land use plans that allocate land uses, timber resources, and other resources to meet the legal mandates of the O&C Act, FLPMA, and other applicable Federal laws, executive orders, policies, and National program priorities, including maximum consistency with State and local land use and management plans, programs, and policies;
- adjust land use allocation and management direction through land use plan amendments to respond to new issues, problems or opportunities that arise between the plan revision cycles;
- maintain existing land use plans and supporting inventories by incorporating available information from ongoing activities and projects such as habitat enhancement and timber sales, ongoing environmental analyses, and public input; and
- provide an effective and efficient forum for public input into management decisions to balance resource capabilities, National guidance, regional and local concerns.

◆ 1997 Program ◆

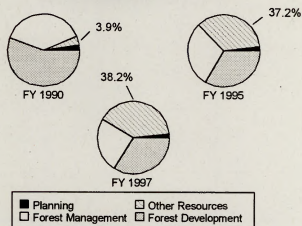
The complex issues associated with forest management plan development and maintenance

require the application of current technology to meet planning schedules and to evaluate technical resource data. This information is needed to assist managers in the resource allocation process for the various alternative management scenarios. For example, the listing of the northern spotted owl as a threatened and endangered species generated the need to incorporate new data on the owl, its habitat, and the "old growth" forests into the Western Oregon Digital Data Base (WODDB).

With the implementation of the new forest management plans beginning in 1995, the program emphasis shifted from plan preparation and approval to maintaining the viability of the plans for the 1990's through plan monitoring, incorporation of new data and any amendments to the forest management plans. The funding level and FTE will be adequate to ensure ongoing plan monitoring and maintenance work.

As shown in the following figure, from 1990 to 1997, the Other Forest Resources Subactivity (range; soil, water, air; recreation; and wildlife/fisheries programs), has gone from 3.9 percent of the total Western Oregon Resource Management Activity (\$3.5 million) to 38.2 percent (\$30.9 million) of the total activity. These changes reflect the increased work loads associated with President's Forest Plan implementation (watershed analysis, T&E species inventory, monitoring, etc).

Western Oregon Resources Subactivity Trends



Activity Summary**Activity: Western Oregon Information & Resource Data System**

Table 31. Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
Data Systems & Operations and Mgmt \$	2,433	2,148	0	0	2,148	0
FTE	14	12	0	0	12	0
Data Acquisition and Man- agement \$	215	0	0	0	0	0
FTE	1	0	0	0	0	0
Total Dollars	2,648	2,148	0	0	2,148	0
Total FTE	15	12	0	0	12	0

◆ Authorizations ◆

Oregon and California (O&C) Railroad Grant Lands and the Reconveyed Coos Bay Wagon Road (CBWR) Lands located in western Oregon.

The Act of May 24, 1939 (53 Stat. 753) relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for the protection of timber from fire, disease, and insects.

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1702, 1701 note) applies to all "Public Lands" which include the O&C Grant Lands by definition (§103(e)). However, §701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

◆ Activity Description ◆

The Western Oregon Information and Resource Data System Activity provides for the acquisition, operation and maintenance of the automated data support systems required for the management of the O&C programs. With the implementation of the forest management plans in 1995, the program focus has changed from maintaining data for the plans to making the data operational for use in monitoring, adaptive management, developing timber sale plans, habitat management plans, and other activity plans.

These data bases maintain information necessary for forest management and development initiatives, wildlife habitat management, soil, water and air, and recreation management.

Justification of Program and Performance

Activity: Western Oregon Information & Resource Data System

Subactivity: Data System Operation and Management

Table 32. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$ (000)	2,433	2,148	0	0	2,148	0
FTE	14	12	0	0	12	0

◆ Objectives ◆

The objective of the western Oregon data systems operation and management program is to:

- provide for the continued development and operation of an automated data information system in an effective and efficient manner to support resource management programs in western Oregon.

◆ 1997 Program ◆

Many automated data bases are maintained in support of western Oregon resource management needs. These data bases relate directly to all aspects of forest management and development, wildlife habitat management, soil, water and air, and recreation management program actions.

Forest inventory and associated data are maintained and analyzed for trends on timber growth, yield, age and stocking, and are subsequently used to determine allowable sale quantity (ASQ) for timber sales. Tree improvement data are maintained for BLM seed orchards, including progeny plantations, as well as for genetically superior trees, orchard clones, progeny test sites, seed inventory, and pollen inventory. These data will be used in decisions relating to reforestation of harvested commercial forest land. Inventory data bases are maintained to identify forest changes and to track silvicultural treatments and accomplishments for both reforestation and intensive management practices.

Timber sale data are maintained to appraise the value of timber offered for sale. The data are continuously analyzed to predict sale values and changes in market conditions. The data also facilitate the monitoring of sales to small and large businesses for set-aside sales through Small Business Administration requirements. Active timber sale contract data are maintained for the purpose of predicting receipts and payments to the Federal Government, U.S. Treasury and the western Oregon counties.

Wildlife, riparian, sensitive species, soils and other resource inventory and associated data are maintained and analyzed for trends in numbers and habitat condition. Other work includes continued software development, user support, and data base management for tracking files to ensure data accuracy and general program support.

Efforts in 1997 will continue to emphasize the revision and completion of the digital cartographic base themes which form the resource base data layer for other resource themes and data display through the use of GIS technology. Data acquisition, standardization, and management of this resource base data layer will be provided in support of land management activities in western Oregon.

Justification of Program and Performance
Activity: Western Oregon Information & Resources Data Systems
Subactivity: Resource Data Acquisition and Management

Table 33. Subactivity Summary.

	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$(000)	215	0	0	0	0	0
FTE	1	0	0	0	0	0

◆◆ Objectives ◆◆

The objectives of the western Oregon Resource Data Acquisition and Management program are to:

- improve resource management decisions by acquiring and automating resource base data to support ongoing efforts and future modernization of the automated systems;
- use geographic information technology in support of BLM's forest management and other forest resource programs;
- produce accurate mapping necessary for resource management; and
- process data using established remote sensing techniques in support of BLM field operations.

◆◆ 1997 Program ◆◆

Resource Data Acquisition and Management is not a priority in 1997. Emphasis is being placed on continued implementation of the President's Forest Plan with particular focus on facility and transportation projects, forest development and management initiatives, and natural resource and habitat protection.

Justification of Program and Performance**Activity: Jobs in the Woods****Subactivity: Jobs in the Woods**

Table 34. Activity Summary

	1995 Actual	1996 Estimate To Date	Uncontrollable and Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Changes From 1996 (+/-)
\$(000)	11,977	7,777	0	+8,223	16,000	+8,223
FTE	27	13	0	+32	45	+32

◆ Authorizations ◆

The Oregon and California Grant Lands Act of 1937 (43 U.S.C. 1181) provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California (O&C) Railroad Grant Lands and the Reconveyed Coos Bay Wagon Road (CBWR) Lands located in western Oregon.

The Act of May 24, 1939 (53 Stat. 753) relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for the protection of timber from fire, disease, and insects.

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1702, 1701 note) applies to all "public lands" which include the O&C Grant Lands by definition (§103(e)). However, §701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

In addition, many other Federal statutes regarding natural resource management and protection apply

to the management of the O&C and CBWR Lands in western Oregon.

◆ Activity Description ◆

The "Jobs in the Woods" initiative is a component of the President's Forest Plan for a Sustainable Economy and Sustainable Environment. The President's Forests Plan is a comprehensive and innovative blueprint for the management of forested lands in the Pacific Northwest and Northern California.

The Department of the Interior actively worked with the U.S. Forest Service, the Environmental Protection Agency, the National Marine Fisheries Service, other Federal agencies, State and local governments, and other interested constituents on the development of the President's Forests Plan. The BLM "Jobs in the Woods" funding is part of a regional collaborative effort to improve the health of the land and concurrently provide economic assistance to local communities.

This initiative is comprehensive. It puts people to work, provides worker training and assists communities in developing the capacity to determine their own futures, and assists new and existing businesses to maintain and increase their competitiveness.

The Northwest Economic initiative has established new mechanisms for establishing partnerships with

Federal, state, and local governments. Such collaborative efforts are at the heart of helping local communities develop themselves and become independent. For example, the initiative provided for the creation of a state Community Economic Revitalization Team (CERT) in Oregon, Washington, and Northern California. Some communities, individuals, and small enterprises lack the capacity, or capability to apply for funding because they do not have a project or enterprise to offer. Many communities in rural Northern California, Oregon, and Washington, have never had an economic development department at the local level, or even an individual assigned to identify ways to grow local economy. Thus the CERT teams, charged with identifying jobs in the Woods program impediments, provided a focal point.

During the establishment phase of the CERT teams, many Jobs in the Woods projects were developed by the Forest Management side of the President's Forests Plan. In 1994, it was determined that the ability of the USFS and BLM to target and employ dislocated workers in affected communities was very limited. Working within existing procurement processes, barriers were identified and waivers were requested while worker and contractor outreach programs were initiated with the Government Contract Acquisition Program.

Recognizing the need for change in available delivery systems for Jobs in the Woods, an innovative Forest Workforce Pilot Program was established in Sweet Home, Oregon. This pilot was able to "cut and paste" Federal, state, and private resources into a demonstration project that put 10 dislocated forest industry workers to work while paying family wages and providing training opportunities. The pilot was based on the premise that individual watershed projects are grouped to provide long-term jobs for individual crews. The workers in the pilot were hired and employed by the Oregon Department of Forestry to complete project work on both USFS and BLM lands.

Since the first pilot, BLM has been a partner in eight demonstration projects in Oregon and Northern California. These projects not only provide jobs

focusing on forest restoration, but also provide training for dislocated workers.

The types of partnerships and collaborative efforts with local communities established in Oregon, California, and Washington, will help ensure that economic revitalization and renewal will continue. The 1994 and 1995 installments to Jobs in the Woods have already made a difference in each of these areas. For the BLM portion of "Jobs in the Woods" in western Oregon and northern California, 194 jobs opportunities were created in 1996 and 400 job opportunities are expected to be created in 1997. This does not include indirect jobs created in acquisition of supplies, equipment, and other support services. The result: they will remain part of the wood's workforce of the future.

•• Objectives ••

The "Jobs in the Woods" initiative has two primary objectives:

- to create family wage jobs for displaced forest workers and stimulate economic growth for local communities, and
- to restore impaired Federal land within the targeted geographic area (Southwest Oregon, Northern California, and Washington).

•• 1997 Program ••

Jobs associated with forest restoration projects include skills such as heavy and light duty equipment operators, general forest laborers, contractors, and other support jobs. Most of these jobs are geared toward short term restoration projects that may last 3-6 months; others are geared toward providing the basis for long-term economic diversification for local communities.

The work planned provides opportunities for contracting to the private sector and responds and ties directly to the President's initiative providing stimulus to both local economies and employment. It is hoped that watershed stabilization, riparian enhancement, and stream habitat improvement projects, together will increase anadromous fish

populations beyond critical threshold levels such that associated industries (such as recreational and commercial fishing and tourism) will be enhanced. Such work will help reduce sedimentation into streams, enhance anadromous fish habitat, improve forest habitat, and possibly eliminate the future need to list species under the Endangered Species Act.

♦♦Justification of 1997 Program Changes♦♦

Table 35. 1997 Program Changes.

	1997 Budget Request	Program Changes (+/-)
\$(000)	16,000	+8,223
FTE	45	+32

The 1997 Budget Request is \$ 16,000,000 and 45 FTE, a program increase of \$8,223,000 and 32 FTE. This program increase is part of the Department's commitment to request a total of \$23 million for this effort. The increase will be directed to a variety of projects including, wildlife and riparian improvement projects, forest improvement projects, stream restoration projects, road maintenance, road closures, recreation, and road and bridge replacement, improvement and repair, that augment initiatives under the President's Forests Plan to maintain healthy and productive forests.

The following are some examples of potential jobs-in-the-Woods restoration activities for 1997 and their approximate magnitude:

A. Activities that address *road erosion and sedimentation* to enhance water quality, fish habitat, and fish passage to spawning grounds:

- road decommissioning to reduce sedimentation runoff from roads by closing and stabilizing roads to eliminate potential for storm damage and the need for maintenance.
- road treatments to reduce landslide potential, improve drainage, prevent washouts at road stream

crossings and improve fish passage (82 miles and replacement or installation of 61 culverts).

- restoration of hydrologic functions impaired by roads, interruptions of surface flow, alteration of streamflow regimes, interception of rainfall, and concentration of flow and sediment (road bank stabilization through slide removal, mulching, and stabilization through slide removal, mulching, and brushing - 2,725 miles).

B. Activities that address *riparian silviculture* to enhance riparian diversity, community structure, and channel stability (12,000 acres or 200 miles):

- planting on streamside landslides and flood terraces.
- reforestation shrub and hardwood stands with conifers to enhance diversity.

- exclusion of livestock to promote rapid natural revegetation of areas impacted by historical overgrazing.

C. Activities that address *stream channel restoration* to desired aquatic habitat conditions (250 miles of stream improvement):

- fish and aquatic resource habitat improvements such as fish passage; improving habitat complexity; creating spawning habitat; restoring and holding habitat; creating off-channel ponds and side channels.

- instream hydrologic function improvements such as the introduction of large woody debris and boulders for energy dissipation; creation of catchments for sediment storage; and floodplain and channel restructuring to improve bank stability.

D. Activities that address *upland improvements* to improve hydrologic functions of impaired watersheds (e.g., peak flows, low flows, runoff timing) which effect channel characteristics (12,000 acres):

- reforestation of impaired watersheds to improve hydrologic functions.

- releasing young conifers from overtopping hardwoods to improve structure of key habitat.
- creation of snags or tree nest cavities for old growth dependent species.

E. Activities that address *socioeconomic needs* including providing opportunity for recreation, and promotion of values that will enhance tourism industries and the creation of long term jobs:

- construction projects which provide new facilities, expansion or improvements to support forest restoration, transportation safety, recreation use, and wildlife viewing opportunities, and interpretive projects which will enhance recreational uses and related industries. (Examples of projects include: Cascade Stream Watch Environmental Education project, focusing on anadromous fisheries and watersheds; Umpqua River project, development includes twenty campsites, parking area trails, and a small pavilion; and Hyatt Lake Winter Play Area, the project will realign the tubing hill and expand the parking area to eliminate overcrowding and safety problems.) A total of nine projects are planned.

Table 36. Performance Indicators, Jobs in the Woods

Performance Indicator	1996 Actual	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Watershed Restoration Projects Completed (number)	235	125	225	+100
Other Projects Completed (number)	0	0	0	0
Jobs Created (number)	300	200	400	+200

Summary of Requirements by Object Class

Appropriation: Oregon & California Grant Lands

Object Class	1996 Enacted		Uncontrollable & Related Changes		Program Changes		1997 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent		39,000		800		4,200		44,000
11.3 Other than full-time permanent		4,500		81		419		5,000
11.5 Other personnel compensation		1,000		—		500		1,500
11.8 Special personal svcs payments		500		—		200		700
11.9 Total personnel compensation	1,105	45,000	0	881	105	5,319	1,210	51,200
12.1 Civilian personnel benefits		9,000		—		1,000		10,000
13.0 Benefits for former personnel		1,400		—		100		1,500
21.0 Travel & transportation of persons		900		—		600		1,500
22.0 Transportation of things		2,000		—		2,000		4,000
23.1 Rental payment to GSA		10		—		10		20
23.2 Rental payments to others		200		—		0		200
23.3 Communications, utilities, & misc		900		—		600		1,500
24.0 Printing and reproduction		350		—		150		500
25.2 Other services		23,109		—		4,330		27,439
26.0 Supplies and Materials		4,000		—		0		4,000
31.0 Equipment		3,000		—		0		3,000
32.0 Lands and structures		3,500		—		0		3,500
42.0 Insurance claims & indemnities		10		—		10		20
99.9 Total obligations	1,105	93,379	0	881	105	14,119	1,210	108,379

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Program and Financing (in thousands of dollars)

Identification code: 14-1116-0-1-302		1995 actual	1996 estimate to date	1997 estimate
Obligations by program activity:				
00.01	Western Oregon resources management.....	72,863	81,450	82,414
00.02	Western Oregon information and resource data system.....	2,984	2,303	2,193
00.03	Western Oregon facilities maintenance.....	9,988	7,729	9,398
00.04	Western Oregon construction and acquisition.....	821	305	290
00.05	Jobs-in-the-Woods.....	10,216	8,339	16,332
10.00	Total obligations.....	96,872	100,126	110,627
Budgetary resources available for obligation:				
21.40	Unobligated balance available, start of year.....	6,346	8,995	2,248
22.00	New budget authority (gross).....	97,254	93,379	108,379
22.10	Resource available from recoveries of prior year obligations.....	2,267	0	0
23.90	Total budgetary resources available for obligations.....	105,867	102,374	110,627
23.95	New obligations.....	(96,872)	(100,126)	(110,627)
24.40	Unobligated balance available, end of year.....	8,995	2,248	0
New budget authority (gross), detail:				
Current authority:				
40.00	Appropriation (general fund).....	97,364	93,379	108,379
40.35	Appropriation rescinded.....	(110)	0	0
43.00	Appropriation (total).....	97,254	93,379	108,379

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Program and Financing (in thousands of dollars)

Identification code: 14-1116-0-1-302		1995 actual	1996 estimate to date	1997 estimate
Change in unpaid obligations:				
72.40	Unpaid obligated balance, start of year.....	19,362	23,514	26,036
73.10	New obligations.....	96,872	100,126	110,627
73.20	Total outlays (gross).....	(90,453)	(97,604)	(107,897)
73.45	Adjustments in unexpired accounts.....	(2,267)	0	0
74.40	Unpaid obligated balance, end of year.....	23,514	26,036	28,766
Outlays (gross), detail:				
86.90	Outlays from new current authority.....	73,359	69,100	80,200
86.93	Outlays from current balances.....	17,094	28,504	27,697
87.00	Total outlays, gross.....	90,453	97,604	107,897
Net budget authority and outlays:				
89.00	Budget authority.....	97,254	93,379	108,379
90.00	Outlays.....	90,453	97,604	107,897

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code: 14-1116-0-1-302		1995 actual	1996 estimate to date	1997 estimate
Personnel compensation:				
11.1	Full-time permanent.....	38,246	39,000	44,000
11.3	Other than full-time permanent.....	4,653	4,500	5,000
11.5	Other personnel compensation.....	952	1,000	1,500
11.8	Special personal services payments.....	673	500	700
11.9	Total personnel compensation.....	44,524	45,000	51,200
12.1	Civilian personnel benefits.....	9,474	10,000	10,000
13.0	Benefits for former personnel.....	1,457	1,500	1,500
21.0	Travel and transportation of persons.....	1,230	1,000	1,500
22.0	Transportation of things.....	3,352	3,000	4,000
23.1	Rental payments to GSA.....	5	10	20
23.2	Rental payments to others.....	185	200	200
23.3	Communications, utilities, and miscellaneous charges.....	885	1,000	1,500
24.0	Printing and reproduction.....	306	350	500
25.2	Other services.....	23,804	25,056	28,188
26.0	Supplies and materials.....	4,548	5,000	4,000
31.0	Equipment.....	3,447	4,000	3,000
32.0	Land and structures.....	3,652	4,000	5,000
42.0	Insurance claims and indemnities.....	3	10	20
99.99	Total obligations.....	96,872	100,126	110,628

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Personnel Summary

Identification code: 14-1116-0-1-302	1995 actual	1996 estimate to date	1997 estimate
Total compensable workyears:			
Full-time equivalent employment.....	1,113	1,105	1,210
Full-time equivalent of overtime and holiday hours.....	19	19	19

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Appropriation: Range Improvements (Current, Mandatory, Indefinite)

Appropriation Language Sheet

For rehabilitation, protection, and acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701), notwithstanding any other Act, sums equal to 50 percent of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315 et seq.) and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, but not less than \$9,113,000, to remain available until expended: Provided, That not to exceed \$600,000 shall be available for administrative expenses.

Appropriation Language Citations

For rehabilitation, protection, and acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the *Federal Land Policy and Management Act of 1976* (43 U.S.C. 1701), notwithstanding any other Act, sums equal to 50 percent of all moneys received during the prior fiscal year under sections 3 and 15 of the *Taylor Grazing Act* (43 U.S.C. 315 *et seq.*) and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, but not less than \$9,113,000, to remain available until expended: Provided, That not to exceed \$600,000 shall be available for administrative expenses.

43 U.S.C. 1751
43 U.S.C. 1901
7 U.S.C. 1010
E.O. 10046; 10175; 10234;
10322; 10787; 10890,
30 U.S.C. 355
7 U.S.C. 2814
P.L. 103-332
P.L. 104-91, 104-92, 104-99

Section 401 of *FLPMA* (43 U.S.C. 1751) as amended by the *Public Rangelands Improvement Act of 1978* (43 U.S.C. 1901-1905) provides that 50 per centum of all moneys received by the United States as fees for grazing domestic livestock on Public Land under the *Taylor Grazing Act* (43 U.S.C. 315) and the *Act of August 28, 1937* (43 U.S.C. 1181d) shall be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements, including but not limited to, seeding and reseeded, fence construction, weed control, water development, and fish and wildlife habitat enhancement.

7 U.S.C. 1010 (the *Bankhead-Jones Farm Tenant Act of 1937*) provides that the Secretary of Agriculture is authorized and directed to develop a program of land conservation and utilization in order to correct maladjustments in land use, and thus assist in controlling soil erosion, conducting reforestation,

preserving natural resources, protecting fish and wildlife, developing and protecting recreational facilities, mitigating floods, preventing impairment of dams and reservoirs, conserving surface and subsurface moisture, protecting the watersheds of navigable streams, and protecting the Public Land, health, safety, and welfare, but not to build industrial parks or establish private industrial or commercial enterprises.

Executive Orders 10046, et al. provide that land under the jurisdiction of the Secretary of Agriculture under the provision of §32 of the *Bankhead-Jones Farm Tenant Act* is transferred from the Department of Agriculture to the Department of the Interior for use, administration, or exchange under the applicable provisions of the *Taylor Grazing Act*.

30 U.S.C. 355 provides that all mineral leasing receipts derived from leases issued under the authority of the *Mineral Leasing Act* for Acquired Lands of 1947 shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease. The intention is that this act shall not affect the distribution of receipts pursuant to legislation applicable to such lands.

Federal Noxious Weed Act of 1974, as amended (7 U.S.C. 2814) provides for the designation of a lead office and person trained in the management of undesirable plants; establish and fund an undesirable plant management program; complete and implement cooperative agreements with state Agencies; and establish integrated management systems to control undesirable plant species.

The Annual Department of the Interior and Related Agencies Appropriations Acts provide that a minimum amount is appropriated, but the appropriation shall remain available until expended and that a maximum of \$600,000 is available from this appropriation for BLM administrative expenses.

Under the provisions of the *Balanced Budget and Emergency Deficit Control Act of 1985* and the *Budget Enforcement Act of 1990*, this account is classified as a current, mandatory account.

Continuing Resolutions, P.L. 104-91, 104-92, 104-99, providing funding for BLM for part of FY 1996, based upon levels in P.L. 103-332, the Department of the Interior and Related Agencies Appropriations Act for 1995.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1995 Actual		1996 Estimate To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1997 Budget Request		Inc.(+) / Dec.(-) from 1996	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
RANGE IMPROVEMENTS	74	10,350	74	9,113	0	0	0	0	74	9,113	0	0
Range Improvements	74	10,350	74	9,113	0	0	0	0	74	9,113	0	0
Public Lands Improvemen	68	8,705	68	7,649	0	0	0	0	68	7,649	0	0
Farm Tenant Act Lands	6	1,045	6	864	0	0	0	0	6	864	0	0
Administrative Expenses	0	600	0	600	0	0	0	0	0	600	0	0

Justification of Program and Performance**Activity: Range Improvements****Table 1. Activity Summary (\$000s)**

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
Public Land	\$ 8,705	7,649	0	7,649	0
FTE	74	74	0	74	0
Farm Tenant Act (L.U. Land)	\$ 1,045	864	0	864	0
FTE	6	6	0	6	0
Administrative Exp.	\$ 600	600	0	600	0
FTE	0	0	0	0	0
Total Dollars	10,350	9,113	0	9,113	0
Total FTE	74	74	0	74	0

The following narrative covers all three subactivities. With the exception of the status of the land involved, the program and performance conducted under each activity are identical.

♦♦ Authorizations ♦♦

The *Federal Land Policy and Management Act of 1976, as amended*, (FLPMA), (43 U.S.C. 1751) provides that 50 percent of grazing fees are authorized to be appropriated for range betterment. Half the appropriated amount is to be spent within the same BLM district which generated the grazing receipts; the remaining half may be utilized as the Secretary directs.

The *Mineral Leasing Act for Acquired Lands of 1947* (30 U.S.C. 355) provides that "all receipts derived from leases issued under the authority of this chapter shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intent of this provision being that this chapter shall not affect the

distribution of receipts pursuant to legislation applicable to such lands . . ."

The *Taylor Grazing Act of 1934, as amended*, (43 U.S.C. 315) provides for active management of public rangelands including regulation of livestock grazing and improvement of the productive capability of the public range.

The *Public Rangelands Improvement Act of 1978* (43 U.S.C. 1901-1905) provides for improving the condition of the public rangelands and provides authorization for an appropriation of \$10,000,000 per annum or 50 per centum of all moneys received as fees for grazing, whichever is greater, notwithstanding the level of grazing fees collected.

The *Farm Tenant Act of 1937* ("Bankhead-Jones Act") (7 U.S.C. 1010, 1012-1013A) provides for management of acquired farm tenant lands and construction and maintenance of range improvements.

Federal Noxious Weed Act of 1974, as amended (7 U.S.C. 2814) provides for the designation of a lead office and person trained in the management of undesirable plants; establish and fund an undesirable plant management program; complete and implement cooperative agreements with state agencies; and establish integrated management systems to control undesirable plant species.

Executive Order No. 12548 provides for establishment of appropriate fees for the grazing of domestic livestock on public rangelands. It also provides that the fee shall not be less than \$1.35 per animal unit month.

◆ Objectives ◆

The principal objectives of this program are to improve the productivity of public rangeland ecosystems to benefit livestock, wildlife, riparian, and watershed protection through the following activities:

- planning, constructing and developing physical improvements specifically called for in resource activity plans for protection or improvement of resource conditions;
- initiating on-the-ground improvements recommended in new activity plans and giving priority to allotments with riparian areas and/or integrated weed management not meeting management objectives; and
- planning, constructing and developing projects to prevent resource damage or relieve conflicts in resource use, and to modify, remove, or make additions to projects where resource conditions or new information indicates this is needed.

◆ 1997 Program ◆

The 1997 Budget Request for Range Improvements is \$9,113,000 and 74 FTE, the same as the 1996 funding level.

This activity includes all facets of managing the administration of the range improvements on public lands, including project planning; engineering and design; construction; and project monitoring.

The Range Improvements activity is directed toward improving the productivity of public rangeland ecosystems to benefit livestock; fish and wildlife habitat; riparian values; watershed protection and other resource values.

Section 401 of the FLPMA directs that one-half of the Range Improvements appropriation (referred to as range betterment funds) be returned for use in the districts from which the fees were collected; the other half may be used for rangeland improvement practices as the Secretary directs.

In accordance with the new regulations a surcharge will be added to the grazing fee bill for authorized grazing of livestock owned by persons other than the permittee or lessee except where such use is made by livestock owned by sons and daughters of permittees and lessees. The surcharge rate is equal to 35 percent of the difference between the 1996 grazing fee and the 1995 private land lease rate for the state where the pasturing agreement occurs. The surcharge will generate nearly \$2 million in additional fees during the 1996 grazing year. These monies will be distributed according to Section 401 of FLPMA.

◆ Resource Improvement and Maintenance ◆

Range improvements such as fences, water developments, seedings, integrated weed management and vegetation treatment contribute to effective range management and are being used successfully to improve the soil, watershed and vegetative condition of the Nation's rangelands.

The range improvements program stresses the management of rangeland resources on a landscape basis, and considers the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and landscape characteristics when developing and implementing resource objectives and management actions.

The results of land use planning and resource activity planning provide the basis for determining needed improvements. Activity plans include an analysis of the costs and benefits of improvements and identify appropriate schedules for construction/development. Riparian area and integrated weed management needs, if not identified in activity planning, are incorporated into the priority ranking of projects as well.

Rangeland users are encouraged to participate in rangeland improvement work by contributing funds to, or directly funding, improvements identified through coordinated and cooperative management agreements. Under current policy, the Range Improvements appropriation is not used for maintenance of range improvement structures, i.e. fences, water developments, etc. The individual, group, or association deriving the primary benefit(s) from a structural improvement are responsible for maintaining that improvement. Thus, livestock operators are responsible for the maintenance of those structural improvements primarily benefiting their livestock operations. Maintenance for which BLM

retains responsibility, such as nonstructural improvements, is funded from the Land Resources Activity in the "Management of Public Lands and Resources" appropriation. As a result, the majority of the Range Improvements appropriation is used for development of on-the-ground improvements that have been proven successful in increasing the productivity of the rangelands.

The 1997 program will provide for the construction of approximately 400 structural developments, and land or vegetative treatments on approximately 60,000 acres. Planned acreage of vegetative treatments are affected by weather conditions which result in annual fluctuations in accomplishments. The acreage of treatment through prescribed burning may be severely restricted when burning conditions are too wet or dry at the scheduled time of the year.

The Range Improvement Program is part of the coordinated effort to improve the condition of riparian areas.

The BLM will treat noxious weeds using an integrated management approach (chemical, biological, cultural, mechanical) on approximately 127,500 acres. Funding for this initiative will be spread between the Range Improvement Appropriation and the Management of Lands and Resources Appropriation. Range Improvement funds will be used for treating approximately 38,300 acres during 1997.

Table 2. Range Improvements Program Performance Indicators 1995, 1996, 1997

Performance Indicators	1995 Actual (Rounded)	1996 Enacted To Date	1997 Budget Request	Change From 1996 (+/-)
Structural Developments (numbers)	600	440	400	-40
Land/Vegetation Treatments (acres)	90,000	70,000	60,000	-10,000
Weed Treatments (acres)	15,500	20,000	38,300	+ 18,300

Summary of Requirements by Object Class

Appropriation: Range Improvements

Object Class	1996 Enacted		Uncontrollable & Related Changes		Program Changes		1997 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent		2,400	--			600		3,000
11.3 Other than full-time permanent		200	--			28		228
11.5 Other personnel compensation		100	--			7		107
11.8 Special personal svcs payments		20	--			0		20
11.9 Total personnel compensation	74	2,720	0	0	0	635	74	3,355
12.1 Civilian personnel benefits		700	--			(200)		500
13.0 Benefits for former personnel		38	--			0		38
21.0 Travel & transportation of persons		100	--			0		100
22.0 Transportation of things		550	--			0		550
23.3 Communications, utilities, & misc		8	--			0		8
24.0 Printing and reproduction		10	--			0		10
25.2 Other services		2,657	--			(75)		2,582
26.0 Supplies and Materials		750	--			(350)		400
31.0 Equipment		60	--			(10)		50
32.0 Lands and structures		1,500	--			0		1,500
41.0 Grants, subsidies, & contributions		10	--			0		10
42.0 Insurance claims and indemnities		10	--			0		10
99.9 Total obligations	74	9,113	0	0	0	0	74	9,113

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Program and Financing (in thousands of dollars)

Identification code: 14-5132-0-2-302		1995 actual	1996 estimate to date	1997 estimate
Obligations by program activity:				
00.01	Improvement to public land.....	8,269	9,755	8,351
00.02	Farm tenant act lands.....	752	1,102	943
00.03	Administrative expenses.....	600	600	600
10.00	Total obligations.....	9,621	11,457	9,894
Budgetary resources available for obligation:				
21.40	Unobligated balance available, start of year.....	1,620	3,125	781
22.00	New budget authority (gross).....	10,350	9,113	9,113
22.10	Resource available from recoveries from prior year obligations.....	776	0	0
23.90	Total budgetary resources available for obligations.....	12,746	12,238	9,894
23.95	New obligations.....	(9,621)	(11,457)	(9,894)
24.40	Unobligated balance available, end of year.....	3,125	781	0
New budget authority (gross), detail:				
Current authority:				
40.05	Appropriation (indefinite).....	455	0	0
40.25	Appropriation (special fund, indefinite).....	9,895	9,113	9,113
70.00	Total new budget authority.....	10,350	9,113	9,113
Change in unpaid obligations:				
72.40	Unpaid obligated balance, start of year.....	2,936	2,300	4,240
73.10	New obligations.....	9,621	11,457	9,894
73.20	Total outlays (gross).....	(9,481)	(9,517)	(10,472)
73.45	Adjustments in unexpired accounts.....	(776)	0	0
74.40	Unpaid obligated balance, end of year.....	2,300	4,240	3,662

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Program and Financing (in thousands of dollars)

Identification code: 14-5132-0-2-302		1995 actual	1996 estimate to date	1997 estimate
Outlays (gross), detail:				
86.90	Outlays from new current authority.....	7,322	5,741	5,741
86.93	Outlays from current balances.....	2,159	3,776	4,731
87.00	Total outlays, gross.....	9,481	9,517	10,472
Net budget authority and outlays:				
89.00	Budget authority.....	10,350	9,113	9,113
90.00	Outlays.....	9,481	9,517	10,472

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS

Object Classification (in thousands of dollars)

Identification code: 14-5132-0-2-302		1995 actual	1996 estimate to date	1997 estimate
Personnel compensation				
11.1	Full-time permanent.....	2,334	2,400	3,000
11.3	Other than full-time permanent.....	219	200	200
11.5	Other personnel compensation.....	106	100	100
11.8	Special personal services payments.....	16	20	20
11.9	Total personnel compensation.....	2,675	2,720	3,320
12.1	Civilian personnel benefits.....	538	700	500
13.0	Benefits for former personnel.....	38	50	50
21.0	Travel and transportation of persons.....	131	100	100
22.0	Transportation of things.....	790	1,000	700
23.3	Rent, communications, utilities, and miscellaneous charges.....	7	20	20
24.0	Printing and reproduction.....	4	10	10
25.2	Other services.....	2,565	2,818	2,500
26.0	Supplies and materials.....	1,770	2,419	1,574
31.0	Equipment.....	67	100	100
32.0	Land and structures.....	1,031	1,500	1,000
41.0	Grants, subsidies, and contributions.....	3	10	10
42.0	Insurance claims and indemnities.....	2	10	10
99.9	Total obligations.....	9,621	11,457	9,894

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Personnel Summary

Identification code: 14-5132-0-2-302	1995 actual	1996 estimate to date	1997 estimate
Total compensable workyears:			
Full-time equivalent employment.....	74	74	74
Full-time equivalent overtime and holiday hours.....	3	3	3

Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)

Appropriation Language Sheet

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for costs of providing copies of official public land documents, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under Public Law 94-579, as amended, and P. L. 93-153, to be available until expended: Provided, That notwithstanding 43 U.S.C. 1735(a), any moneys that have been or will be received pursuant to that section, whether as a result of forfeiture, compromise, or settlement, if not appropriate for refund pursuant to 43 U.S.C. 1735(c), shall be available and may be expended under the authority of this Act by the Secretary to improve, protect, or rehabilitate any public lands administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such action are used on the exact lands damage to which led to the action: Provided further, That any such monies that are in excess of amounts needed to repair damage to the exact land for which collected may be used to repair other damaged public lands.

Appropriation Language Citations

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for costs of providing copies of official public land documents, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under Public Law 94-579, as amended, and P. L. 93-153, to be available until expended: Provided, That notwithstanding 43 U.S.C. 1735(a), any moneys that have been or will be received pursuant to that section, whether as a result of forfeiture, compromise, or settlement, if not appropriate for refund pursuant to 43 U.S.C. 1735(c), shall be available and may be expended under the authority of this Act by the Secretary to improve, protect, or rehabilitate any public lands administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such action are used on the exact lands damage to which led to the action: Provided further, That any such monies that are in excess of amounts needed to repair damage to the exact land for which collected may be used to repair other damaged public lands.

30 U.S.C. 185(1)
43 U.S.C. 1652(c)
43 U.S.C. 1719(b)
43 U.S.C. 1734(a)
43 U.S.C. 1734(b)
43 U.S.C. 1735(a)
43 U.S.C. 1737
43 U.S.C. 1764(g)
P.L. 103-332
P.L. 104-91, 104-92, 104-99

30 U.S.C. 185(1) states that the applicant for a right-of-way shall reimburse the United States for administrative and other costs incurred in processing the application, and the holder of a right-of-way or permit shall reimburse the United States for the costs incurred in monitoring the construction,

operation, maintenance and termination of any pipeline and related facilities on such right-of-way.

43 U.S.C. 1652(c) provides for the cost recovery provision of the Mineral Leasing Act to apply to rights-of-way, leases, permits and other authorizations issued pursuant to this title.

43 U.S.C. 1719(b) (FLPMA §209(b)) provides for conveyance of mineral interests upon payment of administrative costs and that the "moneys paid . . . for administrative costs . . . shall be paid to the agency which rendered the service and deposited to the appropriation then current."

43 U.S.C. 1734(a) (FLPMA §304(a)) provides that the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the Public Land.

43 U.S.C. 1734(b) (FLPMA §304(b)) provides that the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys shall be deposited with the Treasury in a special account and are authorized to be appropriated and made available until expended.

43 U.S.C. 1735(a) (FLPMA §305(a)) provides that any money received by the United States as a result of the forfeiture of a bond or other security by a resource developer or purchaser or permittee who does not fulfill the requirements of his contract or permit or does not comply with the regulations of the Secretary, or in contract involving present or potential damage to the Public Land, shall be credited to a separate account in the Treasury and is authorized to be appropriated and made available until expended.

43 U.S.C. 1737 (FLPMA §307(c)) provides that the Secretary may accept contributions or donations of money, services, and property, real, personal, or mixed, for the management, protection, development, acquisition, and conveying of the public land, including the acquisition of rights-of-way for such purposes.

43 U.S.C. 1764(g) (FLPMA §504(g)) provides for payment of rental fees for rights-of-way and for reimbursement of all reasonable administrative and other costs incurred in processing an application for a right-of-way; inspecting and monitoring construction and operations; and terminating the facility pursuant to the right-of-way.

Continuing Resolutions, P.L. 104-91, 104-92, 104-99, provide funding for BLM in FY 1996, based upon levels in P.L. 103-32, the Department of the Interior and Related Agencies Appropriations Act for 1995.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1995 Actual		1996 Estimate To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1997 Budget Request		Inc.(+) / Dec.(-) from 1996	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
SERVICE CHARGES, DEPOSITS AND FORFEITURES	85	9,349	91	8,993	0	0	0	0	91	8,993	0	0
Rights-Of-Way Process.	42	4,457	38	3,859	0	0	0	0	38	3,859	0	0
Adopt-a-Horse Program	0	887	0	799	0	0	0	0	0	799	0	0
Repair of Damaged Lands	8	1,923	6	1,307	0	0	0	0	6	1,307	0	0
Cost Recoverable Realty Cases	6	569	7	608	0	0	0	0	7	608	0	0
Timber Contract Expenses	3	84	12	806	0	0	0	0	12	806	0	0
Copy Fees	26	1,429	28	1,614	0	0	0	0	28	1,614	0	0

Justification of Program and Performance**Activity: Rights-of-Way Processing**

Table 1 Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	4,457	3,859	0	0	3,859	0
FTE	42	38	0	0	38	0

◆◆ Authorizations ◆◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1734, 1764) authorizes collection of service charges and deposits to finance the costs of certain rights-of-way application and permitting activities.

The Mineral Leasing Act of 1920, as amended by the Trans-Alaska Pipeline Act of 1973, §101 (30 U.S.C. 185), authorizes rights-of-way for oil, gas, and other fuels. It further authorizes the Secretary to issue rights-of-way and other land use authorizations related to the Trans-Alaska Pipeline. Rights-of-way applicants and permittees are to reimburse the United States for all costs associated with processing applications and monitoring pipeline construction and operations.

The Alaska Natural Gas Transportation Act of 1976 (15 U.S.C. 719) authorizes the granting of certificates, rights-of-way permits, and leases.

The National Environmental Policy Act of 1969 (42 U.S.C. 4321, 4331-4335, 4341-4347) requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.

◆◆ Objectives ◆◆

The objectives of this program are to:

- facilitate production and transportation of domestic energy resources;
- expedite the granting of all rights-of-way (ROWs) by processing applications, issuing permits, and monitoring construction involved with the operation and termination of cost recoverable ROWs on the Public Land as authorized by the Federal Land Policy and Management Act and the 1973 amendment to the Mineral Leasing Act of 1920; and
- maintain the more than 100,000 existing authorizations by determining and collecting proper rentals; processing amendments, relinquishments, and relocations; and ensuring compliance with the terms and conditions of the authorization.

◆◆ 1997 Program ◆◆

The Bureau ROW program is funded through a combination of applicant deposits made into this indefinite appropriation and directly appropriated funds in the "Management of Lands and Resources" (MLR) appropriation—Lands, Realty and Rights-Of-Way management subactivity.

BLM obtains deposits of funds from applicants and grant holders prior to processing an application for a right-of-way. The amount of the deposit either is set by a schedule or is based on actual costs, depending on the type and size of the project. For major projects, the funds collected are available directly to the office processing the application. For smaller projects, those where the fees are collected based on a standard fee schedule, the funds are provided to the offices through the regular budget allocation process. Only those costs resulting directly from the filing of an application or the issuance of a ROW grant, and which directly facilitate processing, monitoring or termination of such are charged against the individual project.

In 1997, BLM expects to process cost recovery cases that will be funded either fully or partially by reimbursement from the applicant. Some ROW cases are not cost reimbursable by statutory provision and are funded entirely from the MLR appropriation. Only a portion of the processing costs for FLPMA cases is recoverable under the regulations due to the reasonableness criteria contained in §304 (b) of FLPMA. The non-recoverable portion of BLM's processing costs is funded from the MLR account.

Justification of Program and Performance**Activity: Adopt-a-Horse Program**

Table 2 Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	887	799	0	0	799	0
FTE	0	0	0	0	0	0

◆ Authorizations ◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1732, 1734) authorizes collection of service charges to finance the costs of certain applicant activities.

The Wild Free-Roaming Horse and Burro Act of 1971, as amended by the Public Rangelands Improvement Act of 1978 (16 U.S.C. 1331-1340) authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the Government.

The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908) establishes the policy of improving the Federal (rangeland) conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

◆ Objectives ◆

The objectives of the program are to:

- provide for the adoption (purchase) of excess wild horses and burros by qualified private parties under cooperative agreements; and
- recover a part of the associated veterinary, transportation, and animal maintenance costs from persons adopting the animals.

◆ 1997 Program ◆

The BLM charges standard adoption fees of \$125 per horse and \$75 per burro to partially offset costs of operation the adoption of excess animals at BLM preparation facilities and adoption centers. BLM estimates the adoption of 7,500 animals in 1997.

The 1997 funds will be used to facilitate the care and adoption of wild horses and burros removed from public lands. A significant portion of the funds are used to transport animals from preparation facilities to adoption centers. Horses and burros are also cared for and prepared for adoption through this program.

Justification of Program and Performance**Activity: Repair of Damaged Lands**

Table 3 Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	1,923	1,307	0	0	1,307	0
FTE	8	6	0	0	6	0

♦♦ Authorizations ♦♦

The Federal Land Policy and Management Act of 1976 (§305) (43 U.S.C. 1735) authorizes collection for damages, forfeiture of performance bonds, and receipt of deposits to finance the costs of certain land restoration activities. The provision is amended by the appropriations act language for "Services Charges, Deposits and Forfeitures."

♦♦ Objectives ♦♦

The objectives of this activity are to:

- rehabilitate lands damaged by users who have not fulfilled the requirements of contracts or permits for which performance bonds were posted;
- rehabilitate lands damaged in the course of unauthorized activities (e.g., trespass); and
- rehabilitate lands damaged by authorized users who make repair payments in lieu of performing actual repair.

Funds available in this activity are used in their state of origin.

♦♦ 1997 Program ♦♦

FLPMA authorizes the collection of deposits and, in certain circumstances, requires the posting of performance bonds by resource developers, purchasers, or permittees. It further authorizes the use of those funds for rehabilitation made necessary by actions of those users. By appropriations language, the funds are available to be expended to improve, protect or rehabilitate any damaged public land when the amount collected is in excess of the amount needed to repair damage to the exact land for which funds were forfeited or collected.

Funds available in this activity are used in the state of origin.

Justification of Program and Performance**Activity: Cost Recoverable Realty Cases**

Table 4 Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	569	608	0	0	608	0
FTE	6	7	0	0	7	0

◆ Authorizations ◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1719, 1732, 1745, 1746) authorizes collecting service charges and permitting deposits to finance the costs of certain application processing activities.

◆ Objectives ◆

The objective of the cost recoverable realty cases program is to:

- process certain types of realty cases on a cost recoverable basis from the applicants, as authorized by FLPMA.

◆ 1997 Program ◆

This program provides for performance of certain realty services by BLM on a cost-recoverable basis. The estimate of \$608,000 in this activity is based upon the annual average receipts in recent years. Persons or institutions desiring these services deposit money with the BLM in advance for performance of specified work. When deposited into this account, the fees are immediately appropriated, and become available for use by the BLM to perform the required work. These services are as follows:

Expenses, Conveyance of Federally-owned Mineral Interests. Funds received from applicants for conveyance of mineral interests under §209 of FLPMA are used to cover administrative costs, including costs of conducting an exploratory program to determine whether and what kind of mineral deposits are under the land; evaluating the data obtained under the exploratory program to determine the fair market value of the mineral interests to be conveyed; and preparing and issuing the conveyance documents.

Expenses, Recordable Disclaimers of Interest. Funds received from applicants for recordable disclaimers of interest under §315 of FLPMA are used to cover administrative costs. These costs include determining whether the United States has an interest in the land, determining whether the land boundaries have changed due to riparian boundary changes, preparing the riparian specialist's report, and preparing and issuing the document of disclaimer.

Expenses, Leases, Permits, and Easements. Funds received from applicants for land use authorizations under §302 (b) of FLPMA are used to cover administrative costs which include, but are not limited to, costs of processing the application; monitoring construction, operation, and maintenance of authorized facilities; and monitoring rehabilitation and restoration of the land.

Justification of Program and Performance**Activity: Timber Contract Expenses**

Table 5 Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	84	806	0	0	806	0
FTE	3	12	0	0	12	0

♦♦ Authorizations ♦♦

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1734) authorizes the collection of service charges to finance the costs of certain applicant activities.

♦♦ Objectives ♦♦

The objective of this program is to:

- provide funds for the BLM to perform certain work required by the timber sale contract, such as slash disposal, when the purchaser elects to make payment to the BLM in lieu of performing the work directly.

♦♦ 1997 Program ♦♦

Most BLM timber sale contracts contain provisions which allow the purchaser to make cash payments to the BLM in lieu of performing specified work directly. The BLM uses the funds deposited to accomplish the required tasks. Most of the work involves performing timber sale slash disposal and reforestation in western Oregon, as well as on Public Domain forested lands.

It is estimated that funding from this appropriation will support slash disposal on approximately 3,000 acres. Site preparation through slash disposal is often necessary to enable reforestation. Slash is disposed of through the use of prescribed fire, hand labor, mechanical techniques, or a combination of these treatments. Site preparation activities provide planting spots for placement of new seedlings. Site preparation also enhances the tree seedlings environment during initial establishment by reducing competing vegetation and rodent habitat. For more information on the Forestry Program and related activities, see Forest Resources Subactivity description in the (O&C) Appropriation justification.

Justification of Program and Performance**Activity: Copy Fees**

Table 6 Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	1,429	1,614	0	0	1,614	0
FTE	26	28	0	0	28	0

♦ Authorizations ♦

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1732, 1734) authorizes the collection of service charges to finance the costs of certain activities.

♦ Objectives ♦

The objective of the copy fees program is to cover the costs of providing copies of BLM documents to industry, user organizations and the general public.

♦ 1997 Program ♦

The BLM is the custodian of the official public land records of the United States. Some of these records date back to the very beginning of the Nation's independence. These records, especially the copies of patents (deeds) transferring ownership of Public Domain land to private individuals and other non-Federal parties, are critical links in establishing a clear chain of title to the current ownership of both

public and private land. Equally important are copies of official cadastral survey plats and field notes, copies of use authorizations, reservations of easements and rights-of-way, serial register pages, and master title plats. The BLM also prepares and prints land status maps and other official documents of use to the public, industry and other groups.

The BLM receives nearly 500,000 requests annually for copies of these official records. In this activity, the BLM recovers the costs of providing copies of official records, including the time required to research old files and books for the correct documents, and costs of administrative processing of requests for such copies, to meet the needs requested by individuals, companies, and organizations outside of the Government. The increased emphasis on using the Automated Land and Mineral Records System for case management work will enable the BLM to respond to information requests in a more efficient, effective, and less labor intensive manner.

Summary of Requirements by Object Class

Appropriation: Service Charges, Deposits, & Forfeitures

Object Class	1996 Enacted		Uncontrollable & Related Changes		Program Changes		1997 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent		4,200		—		100		4,300
11.3 Other than full-time permanent		200		—		100		300
11.5 Other personnel compensation		200		—		0		200
11.9 Total personnel compensation	91	4,600	0	0	0	200	91	4,800
12.1 Civilian personnel benefits		1,000		—		0		1,000
21.0 Travel & transportation of persons		130		—		(10)		120
22.0 Transportation of things		150		—		0		150
23.2 Rental payments to others		700		—		0		700
23.3 Communications, utilities, & misc		80		—		0		80
24.0 Printing and reproduction		150		—		0		150
25.2 Other services		1,613		—		(90)		1,523
26.0 Supplies and Materials		350		—		(100)		250
31.0 Equipment		200		—		0		200
32.0 Lands and structures		20		—		0		20
99.9 Total obligations	91	8,993	0	0	0	0	91	8,993

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS AND FORFEITURES
Program and Financing (in thousands of dollars)

Identification code: 14-5017-0-2-302		1995 actual	1996 estimate to date	1997 estimate
Obligations by program activity:				
00.01	Rights-of-way processing.....	5,483	5,702	4,474
00.02	Adopt-a-horse program.....	652	1,181	926
00.03	Repair of damaged lands and facilities.....	1,478	1,931	1,515
00.04	Cost recoverable realty cases.....	530	898	704
00.05	Timber contract expenses.....	452	1,191	934
00.06	Copy fees.....	1,829	2,386	1,872
10.00	Total obligations.....	10,424	13,289	10,425
Budgetary resources available for obligation:				
21.40	Unobligated balance available, start of year.....	5,711	5,728	1,432
22.00	New budget authority (gross).....	9,349	8,993	8,993
22.10	Resource available from recoveries from prior year obligations.....	1,092	0	0
23.90	Total budgetary resources available for obligations.....	16,152	14,721	10,425
23.95	New obligations.....	(10,424)	(13,289)	(10,425)
24.40	Unobligated balance available, end of year.....	5,728	1,432	0
New budget authority (gross), detail:				
Current authority:				
40.25	Appropriation (special, indefinite).....	9,349	8,993	8,993
70.00	Total new budget authority.....	9,349	8,993	8,993
Change in unpaid obligations:				
72.40	Unpaid obligated balance, start of year.....	2,375	2,240	6,644
73.10	New obligations.....	10,424	13,289	10,425
73.20	Total outlays (gross).....	(9,467)	(8,885)	(11,803)
73.45	Adjustments in unexpired accounts.....	(1,092)	0	0
74.40	Unpaid obligated balance, end of year.....	2,240	6,644	5,266

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS AND FORFEITURES
Program and Financing (in thousands of dollars)

Identification code: 14-5017-0-2-302		1995 actual	1996 estimate to date	1997 estimate
Outlays (gross), detail:				
86.90	Outlays from new current authority.....	8,184	4,497	4,497
86.93	Outlays from current balances.....	1,283	4,388	7,306
87.00	Total outlays, gross.....	9,467	8,885	11,803
Net budget authority and outlays:				
89.00	Budget authority.....	9,349	8,993	8,993
90.00	Outlays.....	9,467	8,885	11,803

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS AND FORFEITURES
Object Classification (in thousands of dollars)

Identification code: 14-5017-0-2-302		1995 actual	1996 estimate to date	1997 estimate
Personnel compensation:				
11.1	Full-time permanent.....	3,771	4,200	4,300
11.3	Other than full-time permanent.....	246	200	300
11.5	Other personnel compensation.....	116	200	150
11.8	Special personal services payments.....	12	20	20
11.9	Total personnel compensation.....	4,145	4,620	4,770
12.1	Civilian personnel benefits.....	1,122	1,500	1,000
13.0	Benefits for former personnel.....	49	100	100
21.0	Travel and transportation of persons.....	166	200	100
22.0	Transportation of things.....	647	1,000	500
23.2	Rental payments to others.....	97	150	100
23.3	Communications, utilities, and miscellaneous charges.....	75	150	100
24.0	Printing and reproduction.....	278	500	300
25.2	Other services.....	3,243	3,869	2,655
26.0	Supplies and materials.....	371	600	400
31.0	Equipment.....	109	400	200
32.0	Land and structures.....	122	200	200
99.9	Total obligations.....	10,424	13,289	10,425

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS AND FORFEITURES
Personnel Summary

Identification code: 14-5017-0-2-302	1995 actual	1996 estimate to date	1997 estimate
Total compensable workyears:			
Full-time equivalent employment.....	85	91	91
Full-time equivalent of overtime and holiday hours.....	2	2	2

Appropriation: Miscellaneous Permanent Payment Appropriations

The Permanent Payment Accounts provide for sharing of specified receipts collected from the sale, lease, or use of the public lands and resources with states and counties. They do not require annual appropriations action by the Congress. Amounts are estimated based on anticipated collections, or in some cases, based upon provisions required by permanent legislation. BLM distributes these funds in accordance with the provisions of the various laws that specify the percentages to be paid to the applicable recipient jurisdictions and, in some cases, how the states and counties must use these funds. These payments are made subject to the authorities of permanent law, and the amounts are made available by operation of permanent laws.

The amount of the payments shown for each year is the total payment applicable to the fiscal year in which the receipts are collected, without regard as to the timing of the actual disbursement of funds to the recipients.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1995 Actual		1996 Estimate To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1997 Budget Request		Inc.(+) Dec.(-) from 1996	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
MISCELLANEOUS PERMANENT PAYMENT APPROPRIATIONS	0	80,793	0	78,063	0	(2,795)	0	0	0	75,268	0	(2,795)
Payments to Oklahoma	0	8	0	7	0	0	0	0	0	7	0	0
Payments to Coos and Douglas Counties, OR from receipts , Coos Bay Wagon Road Grant Lands (P.L. 103 - 66)	0	603	0	581	0	(22)	0	0	0	559	0	(22)
Mineral Leasing Act	0	755	0	755	0	0	0	0	0	755	0	0
Payments to States												
Proceeds of sales	0	558	0	634	0	0	0	0	0	634	0	0
From grazing fees, etc. public lands outside grazing districts	0	1,108	0	910	0	0	0	0	0	910	0	0
From grazing fees, etc. public lands within districts	0	1,706	0	1,430	0	0	0	0	0	1,430	0	0
From grazing fees, etc. public lands within grazing districts-misc	0	21	0	20	0	0	0	0	0	20	0	0
Payments to Alaska National Petroleum Reserve	0	0	0	0	0	0	0	0	0	0	0	0
Payments to counties, National Grasslands	0	418	0	462	0	0	0	0	0	462	0	0
Payments to Nevada from receipts on land sales	0	41	0	225	0	0	0	0	0	225	0	0
Cook Inlet Region, inc. Property	0	0	0	0	0	0	0	0	0	0	0	0
Payments to Western Oregon Counties (P.L. 103-66)*	0	75,575	0	73,039	0	(2,773)	0	0	0	70,266	0	(2,773)

*The actual payment for FY95 was \$75,812,820.76, in accordance with P.L. 103-66, dated August 10, 1993, as amended by P.L. 103-443, dated November 2, 1994.

Justification of Program and Performance**Activity: Payments to Oklahoma (royalties)**

Table 1 Activity Summary (\$000s)

Activity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	8	7	0	0	7	0
FTE	0	0	0	0	0	0

♦♦ Authorizations ♦♦

In accordance with 65 Stat.252, the State of Oklahoma is paid 37 ½ percent of the Red River oil and gas royalties in lieu of State and local taxes on Kiowa, Comanche, and Apache Tribal lands.

♦♦ 1997 Program ♦♦

These payments to the State of Oklahoma are to be used for constructing and maintaining public roads and supporting public schools. Payments for the first 10 months of the current fiscal year are disbursed in September, with the balance of the fiscal year's applicable receipts disbursed early in the following fiscal year. The amounts reflected in the table above represents the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occurs.

Justification of Program and Performance**Activity: Payments to Coos and Douglas Counties, Oregon, for Coos Bay Wagon Road Grant Land (P.L. 103-66)**

Table 2 Activity Summary (\$000s)

Activity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	603	581	-22	0	559	-22
FTE	0	0	0	0	0	0

♦♦ Authorizations ♦♦

In accordance with 52 Stat. 75-754 (4 U.S.C. 1181f-1), payments in lieu of taxes are made to Coos County and Douglas County, Oregon, out of receipts from the reconveyed Coos Bay Wagon Road Grant Land.

♦♦ 1997 Program ♦♦

These payments to Coos and Douglas Counties, Oregon are to be used by the counties for schools, roads, highways, bridges, and port districts. Payments are made on a quarterly basis, upon receipt of billings from the counties, in lieu of severance taxes and ad valorem taxes at the same rate as for private lands in the counties. The amount shown above reflects the estimated total payment for each fiscal year, without regard to when the actual disbursements are made.

The payments made under the provision prior to 1994 were replaced in 1994 by the provisions of the Omnibus Budget Reconciliation Act, Section 13983, which established a new payment formula for the 18 Western Oregon counties, including Coos and Douglas Counties, Oregon which received payments under the authority. These new payments are described later in this section under "Payments to Western Oregon Counties, (P.L. 103-66)."

Justification of Program and Performance**Activity: Mineral Leasing Act**

Table 3 Activity Summary (\$000s)

Activity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	755	755	0	0	755	0
FTE	0	0	0	0	0	0

♦♦ Authorizations ♦♦

In accordance with 30 U.S.C. 191, 286; 95 Stat. 12051, mineral leasing receipts are collected from the leasing of public land (including bonuses, royalties and rents) for exploration of oil and gas, coal, oil shale and other minerals. The amount charged is dependent on the type of mineral.

♦♦ 1997 Program ♦♦

Mineral Leasing – This category includes rental collections from oil and gas pipeline rights-of-way associated with lands leased under the *Mineral Leasing Act (MLA)* and the *Mineral Leasing Act for Acquired Lands*. The MMS assumed responsibility for collection and distribution of most mineral leasing receipts in 1985. BLM continues to collect first-year rentals and initial bonuses from mineral leasing but deposits these receipts directly into MMS accounts.

Payments are made to the states based on receipts collected from mineral leasing (including oil shale and geothermal leasing) on public land, State selected lands, and acquired land administered under the Mineral Leasing Act. The payments from this account are distributed in the following manner: For all states except Alaska- 10 percent to the General Fund of the Treasury, 40 percent to the Reclamation Fund, Bureau of Reclamation, and 50 percent for payment to the states. Alaska's distribution for selected State land receipts are as follows: 10 percent to the General Fund of the Treasury, and 90 percent for Alaska payments.

Justification of Program and Performance**Activity: Payments to State (Proceeds of Sales)****Table 4 Activity Summary (\$000s)**

Activity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	558	634	0	0	634	0
FTE	0	0	0	0	0	0

◆ Authorizations ◆

In accordance with the *Department of the Interior and Related Agencies Appropriations Act of 1952 (65 Stat. 252)*, the States are paid 5 percent of the net proceeds (4 percent of gross proceeds) from the sale of Public land and Public land products.

◆ 1996 Program ◆

These payments to states with public domain lands are to be used for educational purposes or for construction of public roads and improvements. Payments for the first 11 months of the current fiscal year are disbursed in September of the collection year, with the balance of the fiscal year's applicable receipts disbursed early in the following fiscal year.

Justification of Program and Performance**Activity: Payments to States from Grazing Receipts, etc.,
Public Lands Within Grazing Districts**

Table 5 Activity Summary (\$000s)

Activity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	1,706	1,430	0	0	1,430	0
FTE	0	0	0	0	0	0

♦♦ Authorizations ♦♦

In accordance with the *Taylor Grazing Act of 1934* (43 U.S.C. 315b and 315i), States are paid 12½ percent of the grazing fee receipts from lands within organized grazing district boundaries.

♦♦ 1997 Program ♦♦

These funds are to be extended by the States for the benefit of the counties in which the lands are located. The amounts reflected above for each fiscal year represent the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

Justification of Program and Performance**Activity: Payments to States from Grazing Receipts, etc.,
Public Lands Outside Grazing Districts**

Table 6 Activity Summary (\$000s)

Activity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
Grazing Receipts \$	1,108	910	0	0	910	0
FTE	0	0	0	0	0	0

♦♦ Authorizations ♦♦

In accordance with the *Taylor Grazing Act of 1934* (43 U.S.C. 315i and 315m), the States are paid 50 percent of the grazing fee receipts from Public land outside of organized grazing districts.

♦♦ 1997 Program ♦♦

These funds are to be expended by the states for the benefit of the counties in which the lands are located. The amounts reflected in the table above represents the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

The States will continue to receive 50 percent of the grazing fee receipts from Public land outside of organized grazing districts.

Justification of Program and Performance**Activity: Payments to States from Grazing Receipts, etc.,
Public lands Within Grazing Districts, Miscellaneous**

Table 7 Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	21	20	0	0	20	0
FTE	0	0	0	0	0	0

♦♦ Authorizations ♦♦

In accordance with 43 U.S.C. 315, the States are paid specifically determined amounts from grazing fee and mineral receipts from miscellaneous lands within grazing districts that are administered under certain cooperative agreements which stipulate that the fees be retained by the BLM for distribution.

♦♦ 1997 Program ♦♦

These funds are to be expended by the States for the benefit of the counties in which the lands are located. The amounts reflected in the table above represents the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements are made.

Justification of Program and Performance**Activity: Payments to Alaska, National Petroleum Reserve**

Table 8 Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	0	0	0	0	0	0
FTE	0	0	0	0	0	0

◆ Authorizations ◆

In accordance with 94 Stat. 1964 (42 U.S.C. 6508), Alaska is paid 50 percent of the receipts from sales, bonuses, royalties, and rentals resulting from oil and gas leasing in the National Petroleum Reserve in Alaska (NPR).

◆ 1997 Program ◆

The funds paid to the State of Alaska are to be used for planning, constructing, maintaining, and operating essential public facilities and other necessary provisions of public service. Payments are made semi-annually (as soon as practicable after March 30 and September 30 of each year) for the previous 6 months' collections. The amount reflected in the table above represent the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

Justification of Program and Performance**Activity: Payments to Counties, National Grasslands (Farm Tenant Act Lands)**

Table 9 Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	418	462	0	0	462	0
FTE	0	0	0	0	0	0

♦♦ Authorizations ♦♦

In accordance with 7 U.S.C. 1012, the Bankhead Jones Farm Tenant Act of 1937, and Executive Orders 107878 and 10890, which transferred the management of certain Farm Tenant Act-Land Utilization (LU) Project lands to the jurisdiction of the Department of the Interior, 25 percent of the revenues received from the use of these LU projects lands, including grazing and mineral leasing, are paid to the counties in which such lands are located.

♦♦ 1997 Program ♦♦

These funds paid to counties which have Farm Tenant Act Lands under BLM management within their boundaries are used by the counties for schools and roads. Payments are made as soon as practicable after the end of each calendar year. The amounts reflected in the table above represents the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

In 1997, funds will continue to be paid to counties which have Farm Tenant Act Lands under BLM management within their boundaries for schools and roads.

Justification of Program and Performance**Activity: Payments to Nevada from Receipts on Land Sales**

Table 10 Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	41	225	0	0	225	0
FTE	0	0	0	0	0	0

♦♦ Authorizations ♦♦

Public Law 96-586 of 1980 (the Burton-Santini Act) authorized and directed the sale of up to 700 acres per year of certain lands in Clark County, Nevada, and the acquisition of environmentally sensitive lands in the Lake Tahoe Basin.

♦♦ 1997 Program ♦♦

The Burton-Santini Act directs that 5 percent of the annual proceeds realized from the sale of such lands be returned to the State of Nevada and that 10 percent of the proceeds be returned to the county or municipality in which the land sale occurred.

The funds returned to the States are to be used for the State's general education program, and the funds returned to the county or municipality are to be used for acquisition and development of recreational lands and facilities. Payments for the first 10 months of the collection year are disbursed in September, with the balance of the fiscal year's applicable receipts disbursed early in the following fiscal year. The amounts reflected in the table above represents the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

Justification of Program and Performance**Activity: Cook Inlet Region, Inc. (CIRI) Property Account**

Table 11 Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	0	0	0	0	0	0
FTE	0	0	0	0	0	0

◆◆ Authorizations ◆◆

The Alaska Native Claims Settlement Act of 1971 as amended by Public Law 94-204 of 1976 (43 U.S.C. 1611) directs the Secretary to make conveyances to Cook Inlet Region, Inc. (CIRI) in accordance with the "Terms and Conditions for Land Consolidation and Management in Cook Inlet Area."

The Alaska National Interest Lands Conservation Act of 1980 (43 U.S.C. 1611) authorizes CIRI to bid on surplus property in accordance with the Federal Property and Administrative Services Act of 1940 (40 U.S.C. 484), and provided for the establishment of a CIRI surplus property account by the Secretary of the Treasury.

The Alaska Railroad Transfer Act of 1982 (43 U.S.C. 1611) expands the account by allowing CIRI to bid on properties anywhere in the United States.

The 1988 Department of Defense Appropriations Act (101 Stat. 1329-318) authorized CIRI to bid at any public sale of property by any agent of the United States including the Department of the Defense.

The 1990 Department of Defense Appropriation Act (16 U.S.C 396f) appropriated monies to be placed into the CIRI Property Account in the U.S. Treasury, as permanent budget authority.

◆◆ 1997 Program ◆◆

Several statutes have granted authorities to various Native corporations and the State of Alaska to select parcels of Federal land in Alaska. The Alaska Statehood Act of 1958 granted the new State government 104 million acres of public land. The *Alaska Native Claims Settlement Act (ANCSA) of 1971* authorized Native corporations to select 44 million acres. The *Alaska National Interest Lands Conservation Act (ANILCA) of 1980* added 104 million acres to national parks, wildlife refuges and other parts of the conservation system, as well as clarifying and expanding upon issues relative to ANCSA.

The State government has primarily selected lands with the potential for resource development. Native corporations, which were established by ANCSA to handle money and lands granted to Alaska Natives, also wanted lands that could be developed for the economic benefit of Alaska Natives, as well as some of the lands where Native peoples had historically lived, hunted, and fished.

CIRI was established as a Native corporation by ANCSA. Special problems associated with CIRI's ability to obtain lands entitled to it under ANCSA have resulted in a number of legislative and administrative attempts at resolutions. Amendments to ANCSA in *P.L. 94-204 of January 2, 1976* provided: (1) for the establishment (but not funding) of a CIRI Surplus Property Account for the

purpose of bidding on Federal surplus property; (2) identification of the entitlement to be charged against the surplus property account; and (3) the basis for computing gain or loss against CIRI's entitlement. These provisions have been amended several more times with respect to the land selections of CIRI. One of these amendments, *P.L. 96-487, January 14, 1983*), defined terms and conditions for the CIRI Property Account. However, it was not until 1990 that actual funding for the CIRI Property Account was appropriated, as permanent budget authority, by *P.L. 101-165, the Department of the Defense Appropriations Act of 1990*.

Based on the various legislative authorities, agreements made between the Department of the Interior (DOI) and CIRI further defined a mechanism to account for CIRI entitlements and a system of priorities for allocations of debits resulting from the fulfillment of the CIRI entitlement. The Memorandum of Understanding between the DOI and CIRI, dated April 11, 1986, requires the Department to adjust the CIRI's Remaining Obligation Entitlement Account periodically to reflect changes in the consumer price index (CPI) for the Anchorage, Alaska, area.

Also, by agreement among the Department of the Interior, Department of the Treasury, and the Office of Management and Budget, the BLM has been assigned the responsibility of administering the operations of the CIRI Property Account and appropriated funds, including making the semiannual CPI adjustments based upon provisions in the MOU.

The remaining entitlement balance in the CIRI Property Account as of the end of December 31, 1995, including all CPI adjustments to that date, is \$1,197,875.58.

In 1997, payments will continue to be made to Western Oregon counties.

Justification of Program and Performance

Activity: Payments to Western Oregon Counties (P.L. 103-66)

Table 12 Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	75,575*	73,039	-2,773	0	70,266	-2,773
FTE	0	0	0	0	0	0

* The actual payment for FY 95 was \$75,812,820.76 in accordance with P.L. 103-66, dated August 10, 1993 as amended by P.L. 103-443, dated November 2, 1994.

♦♦ Authorizations ♦♦

In accordance with the Omnibus Budget Reconciliation Act of 1993, (P.L. 103-66) a new formula has been established for determining what percentage of the Oregon and California (O&C) Grant land funds are paid to the counties in which the lands are situated.

♦♦ 1997 Program ♦♦

The Omnibus Budget Reconciliation Act of 1993, §13983, provides a new payment calculation for fiscal years 1994 through 2003 for O&C timber receipts sharing with the 18 western Oregon counties which provisions received shared receipt payments for O&C Grant Lands and Coos Bay Wagon Road (CBWR) lands within their boundaries.

P.L. 103-66 provides that notwithstanding the provisions of the Act of August 28, 1937 which provided that a fifty percent share of the revenues be paid to O&C counties in the state of Oregon, and notwithstanding the provisions of the Act of May 24, 1939 provides payments to Coos and Douglas Counties for the reconveyed CBWR lands that, payments to each such county for fiscal years 1994 through 1998 will be based on a new payments calculation. The payments to the western Oregon counties for 1994 through 1998 are equal to the applicable percentage times the average of the revenues to each such county during the five-year period of fiscal years 1986 through 1990. In fiscal

years 1999 through 2003, payments will be the greater of the amount based on the new payment calculation or the amount calculated under the provisions of the Act of August 28, 1937 and the Act of May 24, 1939.

The 1997 Payments to Western Oregon Counties is \$70.2 million a decrease of \$2.8 million based on the new formula that began in 1994 and which provides a payment of 82 percent of the base period annual average payment.

Table 13 Special Payment Schedule (\$000s)

Fiscal Year	Special Payment Amount (Omnibus Budget Reconciliation Act of 1993)
1994	\$73,039
1995	\$75,812
1996	\$73,039
1997	\$70,265
1998	\$67,491
1999	\$64,718
2000	\$61,944
2001	\$59,170
2002	\$56,397
2003	\$53,623

O&C Counties will receive the Special Payment Amount FY94-8. In FY99-03 the counties will receive the special payment amount or 50 percent of total receipts, whichever is greater.

Summary of Requirements by Object Class

Appropriation: **Miscellaneous Permanent Payment Accounts**

Object Class	1996 Enacted		Uncontrollable & Related Changes		Program Changes		1997 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
41.0 Grants, subsidies, & contributions		78,063		(2,795)		—		75,268
99.9 Total obligations	0	78,063	0	(2,795)	0	0	0	75,268

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT PAYMENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code: 14-9921-0-2-999		1995 actual	1996 estimate to date	1997 estimate
Obligations by program activity:				
00.01	Payments to Oklahoma (royalty).....	8	7	7
00.02	Payments to Coos and Douglas Counties, Oregon from Coos Bay Wagon Road receipts.....	603	581	559
00.03	Payments to counties, Oregon and California grant lands.....	75,575	73,039	70,266
00.04	Payments to States from proceeds of sales.....	558	634	634
00.05	Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,108	910	910
00.06	Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,706	1,430	1,430
00.07	Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous.....	21	20	20
00.08	Payments to counties, national grasslands (Farm Tenant Act lands).....	418	462	462
00.09	Payments to Nevada from receipts on land sales.....	41	225	225
00.10	Payments to States from receipts - MLA.....	755	755	755
10.00	Total obligations.....	80,793	78,063	75,268

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT PAYMENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code: 14-9921-0-2-999		1995 actual	1996 estimate to date	1997 estimate
Budgetary resources available for obligation:				
21.40	Unobligated balance available, start of year.....	1,218	1,198	1,198
22.00	New budget authority (gross).....	80,773	78,063	75,268
23.90	Total budgetary resources available for obligations.....	81,991	79,261	76,466
23.95	New obligations.....	(80,793)	(78,063)	(75,268)
24.40	Unobligated balance available, end of year.....	1,198	1,198	1,198
New budget authority (gross), detail:				
Permanent authority:				
60.25	Appropriation (special fund, indefinite).....	80,746	78,063	75,268
62.05	Appropriation (indefinite).....	27	0	0
63.00	Appropriation (total).....	80,773	78,063	75,268
70.00	Total new budget authority.....	80,773	78,063	75,268
Change in unpaid obligations:				
72.40	Unpaid obligated balance, start of year.....	82,880	1,075	0
73.10	New obligations.....	80,793	78,063	75,268
73.20	Total outlays (gross).....	(162,598)	(79,138)	(75,268)
74.40	Unpaid obligated balance, end of year.....	1,075	0	0
Outlays (gross), detail:				
86.97	Outlays from new permanent authority.....	79,718	78,063	75,268
86.98	Outlays from permanent balances.....	82,880	1,075	0
87.00	Total outlays, gross.....	162,598	79,138	75,268
Net budget authority and outlays:				
89.00	Budget authority.....	80,773	78,063	75,268
90.00	Outlays.....	162,598	79,138	75,268

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT PAYMENT APPROPRIATIONS
Object Classification (in thousands of dollars)

Identification code: 14-9921-0-2-999		1995 actual	1996 estimate to date	1997 estimate
41.0	Grants, subsidies, and contributions.....	80,793	78,063	75,268
99.9	Total obligations.....	80,793	78,063	75,268

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT PAYMENT APPROPRIATIONS
Personnel Summary

Identification code: 14-9921-0-2-999	1995 actual	1996 estimate to date	1997 estimate
Total compensable workyears:			
Full-time equivalent employment.....	0	0	0
Full-time equivalent of overtime and holiday hours.....	0	0	0

Appropriation: Permanent Operating Funds

These funds provide for the use of certain receipts from the sales, lease, or use of the public lands and resources, or other sources as authorized by law for specified program operations conducted by the BLM. They are available by operation of permanent law and do not require annual appropriation action by the Congress. Amounts are estimated based on anticipated collections. The Permanent Operating Funds are available for BLM to maintain quarters, administer salvage timber operations, maintain roads, acquire special lands or minerals, and develop water wells.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1995 Actual		1996 Estimate To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1997 Budget Request		Inc.(+) / Dec.(-) from 1996	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
PERMANENT OPERATING FUNDS	69	4,136	82	11,616	0	(1,500)	13	0	95	11,550	13	(66)
Operations & Maintenance of Quarters	3	259	2	250	0	0	0	0	2	250	0	0
Recreation Fee Collections	7	406	8	600	0	(150)	0	0	8	450	0	(150)
BLM, Recreational Areas Renewal Fund	0	0	0	0	0	0	0	0	0	0	0	0
Forest Ecosystems Health and Recovery	53	1,919	64	8,936	0	84	13	0	77	9,020	13	84
Expenses, Road Maintenance Deposits	6	1,552	8	1,830	0	0	0	0	8	1,830	0	0

Justification of Program and Performance**Activity: Operations and Maintenance of Quarters**

Table 1 Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	259	250	0	0	250	0
FTE	3	2	0	0	2	0

◆ Authorizations ◆

The 1985 Appropriations Act for the Department of the Interior and Related Agencies, (P.L. 98-473), Section 320, established a permanent account in each bureau for the operation and maintenance of quarters, starting with 1985 and each fiscal year thereafter.

rental income from quarters and returns them to the facility where the collections were made.

◆ Objectives ◆

The objectives of this account is to maintain and repair all BLM employee occupied quarters from which quarters rental charges are collected.

◆ 1997 Program ◆

Agencies are required to collect quarters rental and use charges from employees who occupy Government-owned housing and quarters. Such housing is provided only in isolated locations where other suitable housing is not available from the private sector or where the employee is required to live on-site at a Federally-owned facility or reservation.

The 1997 Budget estimate is \$250,000 and 2 FTE. The funds are used to maintain, repair and recondition BLM owned housing to keep the facilities in safe, healthful and usable condition. Funds are managed on a statewide basis. Each state collects

Justification of Program and Performance**Activity: Recreation Fee Collections**

Table 2 Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	406	600	-150	0	450	-150
FTE	7	8	0	0	8	0

♦♦ Authorizations ♦♦

The Omnibus Budget Reconciliation Act of 1993 amended the Land and Water Conservation Fund Act (LWCF) and further expanded collection of recreation use fees to be deposited into a special account established for each agency in the Treasury of the United States.

♦♦ 1996 Program ♦♦

In 1993, Congress amended provisions of the LWCF Act concerning fee collection. The amendments allow BLM to retain and spend up to 15 percent of recreations receipts collected during the current year to offset fee collection costs; assess fees for a much broader range of recreation sites; charge an entrance fees for National Conservation Areas; and charge for Federal recreation passports (Golden Age and Golden Eagle, etc.)

Justification of Program and Performance**Activity: Forest Ecosystem Health and Recovery Fund**

Table 3 Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	1,919	8,936	0	+84	9,020	+84
FTE	53	64	0	+3	67	+3

⇒ Authorizations ⇒

In Accordance with the 1993 *Interior and Related Agencies Appropriations Act*, the Federal share of receipts from the disposal of salvage timber from lands under the jurisdiction of the Bureau of Land Management is deposited in a special fund in the Treasury of the United States.

⇒ Objectives ⇒

The fund allows BLM to plan and prepare salvage timber for disposal, for administration of salvage timber sales, and for subsequent site preparation and reforestation.

⇒ 1997 Program ⇒

This account is derived from revenue generated from the Federal share of receipts from the sale of salvage timber from Oregon and California Grant Lands, Public Domain Lands, and Coos Bay Wagon Road Lands. It was established under the 1993 *Interior and Related Agencies Appropriations Act*, to allow the Bureau of Land Management to more efficiently and effectively address forest health problems by allowing for prompt salvage and reforestation of insect, disease, and fire damaged forests.

The 1997 Budget estimate is \$9,020,000.00. The request equals the estimated Federal share of

receipts collected for 1997. These funds are available to the BLM for timber salvage sale and reforestation work.

The volume of salvage in any given year may vary significantly, depending on severity of fire season, weather events, and insect outbreaks. The carry-over balance from year to year is anticipated to be between \$3,000,000 and \$6,000,000 due to the variation in receipts and the annual cost of timber salvage and reforestation work. On the average, BLM can anticipate having a timber salvage program of approximately 33 million board feet annually.

Justification of Program and Performance**Activity: Expenses, Road Maintenance Deposits**

Table 4 Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	1,552	1,830	0	0	1,830	0
FTE	6	8	0	0	8	0

♦♦ Authorizations ♦♦

Section 502© of the Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1762(c)) provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. Receipts are permanently appropriated to BLM for road maintenance.

Because many of these roads are primary public access roads, the road maintenance deposit funds collected from the commercial users are used in combination with funds appropriated by Congress for accomplishing the total transportation maintenance program for these roads.

♦♦ Objectives ♦♦

The objective of this activity is to provide funds for road maintenance.

♦♦ 1997 Program ♦♦

The BLM has authority to collect money for road maintenance from commercial users of the Public Lands and Public Domain Lands transportation system. Most of the funds generated for this account come from Oregon and California Grant Lands and are available for those lands only (43 U.S.C. 1735(b)), excluding \$225,000 that is earmarked for administrative expenses. Roads where BLM collects these fees are normally subject to heavy, continuous travel by the commercial users and also by other Public Land users. Mainline timber access roads in western Oregon fall into this category.

Justification of Program and Performance**Activity: Bureau of Land Management, Recreational Areas Renewal Fund**

Table 5 Activity Summary (\$000s)

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
\$	0	0	0	0	0	0
FTE	0	0	0	0	0	0

◆◆ Authorization ◆◆

Pending legislation in 1997.

◆◆ 1997 Program ◆◆

Under proposed legislation, 80 percent of the additional revenue above the baseline amount determined to have been generated each fiscal year as a result of broader authorities in the proposed legislation would be available, without appropriation, for expenditures to the Bureau of Land Management in the following and subsequent years, beginning with the passage of legislation.

Summary of Requirements by Object Class

Appropriation: Permanent Operating Funds

Object Class	1996 Enacted		Uncontrollable & Related Changes		Program Changes		1997 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent		1,950	--		140		2,090	
11.3 Other than full-time permanent		400	--		100		500	
11.5 Other personnel compensation		550	--		50		600	
11.9 Total personnel compensation	82	2,900	0	0	13	290	95	3,190
12.1 Civilian personnel benefits		600	--		202		802	
21.0 Travel & transportation of persons		400	--		0		400	
22.0 Transportation of things		700	--		0		700	
23.0 Rent		120	--		(20)		100	
24.0 Printing & reproduction		100	--		(50)		50	
25.2 Other services		5,546	--		(338)		5,208	
26.0 Supplies and Materials		1,000	--		0		1,000	
31.0 Equipment		250	--		(150)		100	
99.9 Total obligations	82	11,616	0	0	13	(66)	95	11,550

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PERMANENT OPERATING FUNDS
Program and Financing (in thousands of dollars)

Identification code: 14-9926-0-2-302		1995 actual	1996 estimate to date	1997 estimate
Obligations by program activity:				
00.01	Operations and maintenance of quarters.....	166	567	332
00.02	Forest ecosystems health and recovery.....	3,061	5,674	5,301
00.03	Recreation fee collections.....	419	964	563
00.04	Expenses, road maintenance deposits.....	1,151	4,153	2,425
10.00	Total obligations.....	4,797	11,358	8,621
Budgetary resources available for obligation:				
21.40	Unobligated balance available, start of year.....	9,664	8,469	8,727
22.00	New budget authority (gross).....	4,136	11,616	11,550
22.10	Resources available from recoveries from prior year obligations.....	116	0	0
22.30	Unobligated balance expiring.....	(650)	0	0
23.90	Total budgetary resources available for obligations.....	13,266	20,085	20,277
23.95	New obligations.....	(4,797)	(11,358)	(8,621)
24.40	Unobligated balance available, end of year.....	8,469	8,727	11,656
New budget authority (gross), detail:				
Permanent authority:				
60.25	Appropriation (special fund, indefinite).....	4,136	11,616	11,550
70.00	Total new budget authority.....	4,136	11,616	11,550
Change in unpaid obligations:				
72.40	Unpaid obligated balance, start of year.....	785	801	0
73.10	New obligations.....	4,797	11,358	8,621
73.20	Total outlays (gross).....	(4,665)	(12,159)	(8,621)
73.45	Adjustments in unexpired accounts.....	(116)	0	0
74.40	Unpaid obligated balance, end of year.....	801	0	0

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PERMANENT OPERATING FUNDS
Program and Financing (in thousands of dollars)

Identification code: 14-9926-0-2-302		1995 actual	1996 estimate to date	1997 estimate
Outlays (gross), detail:				
86.97	Outlays from new permanent authority.....	3,996	5,005	6,505
86.98	Outlays from permanent balances.....	669	7,154	2,116
87.00	Total outlays, gross.....	4,665	12,159	8,621
Net budget authority and outlays:				
89.00	Budget authority.....	4,136	11,616	11,550
90.00	Outlays.....	4,665	12,159	8,621

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PERMANENT OPERATING FUNDS
Object Classification (in thousands of dollars)

Identification code: 14-9926-0-2-302		1995 actual	1996 estimate to date	1997 estimate
Personnel compensation:				
11.1	Full-time permanent.....	1,592	1,950	2,090
11.3	Other than full-time permanent.....	514	400	500
11.5	Other personnel compensation.....	156	550	600
11.8	Special personal services payments.....	8	50	30
11.9	Total personnel compensation.....	2,270	2,950	3,220
12.1	Civilian personnel benefits.....	392	600	400
21.0	Travel and transportation of persons.....	148	400	250
22.0	Transportation of things.....	490	700	400
23.0	Rents, communications, utilities and miscellaneous charges.....	11	100	50
24.0	Printing and reproduction.....	13	100	50
25.2	Other services.....	1,024	5,308	3,651
26.0	Supplies and materials.....	368	1,000	500
31.0	Equipment.....	80	200	100
99.9	Total obligations.....	4,796	11,358	8,621

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PERMANENT OPERATING FUNDS
Personnel Summary

Identification code: 14-9926-0-2-302	1995 actual	1996 estimate to date	1997 estimate
Total compensable workyears:			
Full-time equivalent employment.....	69	82	85
Full-time equivalent of overtime and holidays hours.....	1	1	1

Appropriation: Miscellaneous Trust Funds (Mandatory, Indefinite)

Appropriation Language Sheet

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

Appropriation Language Citations

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

43 U.S.C. 315h
43 U.S.C. 315i
43 U.S.C. 355
43 U.S.C. 759
43 U.S.C. 761
43 U.S.C. 1721
43 U.S.C. 1737
31 U.S.C. 1321(a)(47),(48)
48 Stat. 1224-36
P.L. 103 - 332
P.L. 104-91, 104-92, and 104-99.

The Taylor Grazing Act of 1934, as amended (43 U.S.C. 315h, 315i) provides for the Secretary of the Interior to accept contributions for the administration, protection, and improvement of grazing lands, and for these funds to be deposited into the Treasury in a trust fund and permanently appropriates them for use by the Secretary.

The Act of March 3, 1891, Section 11 (43 U.S.C. 355) provides for the sale of town lots to non-Native Alaskans. This Act was repealed by the Federal Land Policy and Management Act of 1976 (FLPMA). The Comptroller General Opinion of November 18, 1935, and 31 U.S.C. 1321 authorizes the use of trust funds to provide for survey and deed recordation of town lots occupied prior to passage of FLPMA.

43 U.S.C. 759 provides for accomplishment of public surveys of whole townships through a trust fund; deposits for expenses deemed appropriated. 43 U.S.C. 761 provides for refunds from trust funds established in 43 U.S.C. 759 of costs in excess of expenses.

31 U.S.C. 1321(a)(47) and (48) classify the activities of "Expenses, public survey work, general" and "Expenses, public survey work, Alaska" as trust funds.

48 Stat. 1224-36 provides for payments in advance for public surveys.

Statutes that authorize current appropriations of trust funds:

43 U.S.C. 1721(a),(b) (FLPMA Section 211(a) and (b)) provide for the donation of funds for surveys of omitted lands.

43 U.S.C. 1737(c) (FLPMA Section 307(c)) provides that funds may be contributed to BLM for: 1) resource development, protection, and management, 2) acquisition or conveyance of public lands and 3) cadastral surveys on Federally controlled or intermingled lands. Contributed funds are to be placed in a separate account in the Treasury and are authorized to be appropriated and available until expended.

Continuing Resolutions, P.L. 104-91, 104-92, and 104-99, provide funding for BLM in FY 1996, based upon levels in P.L. 103-332, the *Department of the Interior and Related Agencies Appropriation Act for 1995*.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1995 Actual		1996 Estimate To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1997 Budget Request		Inc.(+) Dec.(-) from 1996		
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	
MISCELLANEOUS TRUST FUNDS	76	9,297	8,206	73	9,206	0	0	0	0	73	9,206	0	0
CURRENT:	56	7,321	6,955	57	7,605	0	0	0	0	57	7,605	0	0
Conveyance of Omitted Lands	0		0	0	5	0	0	0	0	0	5	0	0
Resource Development Prot & Mgmt - FLPMA	17	3,412	3,374	17	3,550	0	0	0	0	17	3,550	0	0
Resource Development, Prot & Mgmt. - Calif Off-Hw	37	3,628	3,195	38	3,764	0	0	0	0	38	3,764	0	0
WL & Fish Conservation & Rehabilitation - Sikes Act	2	279	386	2	285	0	0	0	0	2	285	0	0
Rights-Of-Way	0	2	0	0	1	0	0	0	0	0	1	0	0
PERMANENT:	15	1,142	1,251	16	1,601	0	0	0	0	16	1,601	0	0
Resource Development Protection and Management	6	723	780	7	1,100	0	0	0	0	7	1,100	0	0
Public Survey	9	413	470	9	500	0	0	0	0	9	500	0	0
Trustee Funds, Alaska Townsites	0	6	1	0	1	0	0	0	0	0	1	0	0

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Justification of Program and Performance**Activity: Land and Resource Management Trust Fund
(Current, Mandatory, Indefinite)****Table 1 Activity Summary (\$000s)**

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
Resource Develop, Protection and Management	6,955	7,599	0	0	7,599	0
Conveyance of Omitted Land	0	5	0	0	5	0
Rights-of-Way	0	1	0	0	1	0
Total	6,955	7,605	0	0	7,605	0

◆◆ Authorizations ◆◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1721, 1737) provides for the acceptance of contributed money or services for: 1) resource development, protection and management; 2) conveyance or acquisition of public lands (including omitted lands or islands) to States, their political subdivisions or individuals; and 3) conducting cadastral surveys; provided that estimated costs are paid to protect initiation.

◆◆ Objectives ◆◆

The objectives of the Land and Resource Management Trust Fund are to:

- provide resource development, protection, management and improvement of the public lands through the use of money and services contributed to the BLM from non-Federal sources; and
- conduct authorized activities for which funds may be contributed to BLM.

◆◆ 1997 Program ◆◆

The Land and Resource Management Trust Fund program provides for resource development, protection and management efforts through the use of money and services contributed to the BLM from non-Federal sources and to conduct authorized activities for which funds may be contributed to BLM.

This program provides for performance of certain conservation practices, and administrative actions by the BLM, financed by contributions and donations of money from private individuals, companies, user organizations, state government agencies, and other non-Federal entities.

Contributions must be received and deposited with the BLM before work begins on a project, and any monies remaining after completion of the project are returned to the contributor if the contributor so desires. In recent years, contributions for resource development, protection and management have included such diverse projects as: improvement and development of boat ramps and waterway access, wildlife research and habitat improvements, off-

highway vehicle (OHV) recreation area maintenance, and protection of endangered species.

This activity is comprised of the following sub-activities.

*♦Resource Development,
Protection, & Management♦*

Included in the 1997 program are estimated contributions from the State of California Off-Highway Vehicle license ("Green Sticker") fund, used by BLM for the development, maintenance and operation of benefitting projects on BLM-administered Public Lands in the State of California. Beginning in 1991, the program also includes funds contributed by State government wildlife agencies under the provisions of the Sikes Act and used by BLM for conservation, restoration and management and improvement of wildlife species and their habitat.

There is expectation that the amount of contributions received by the BLM will continue to grow at the current rate. With the BLM's emphasis on increasing private sector partnerships and contributions, there has been an upward trend in contributed funds received over the past several years. Additional contributions are expected for general resource development projects under the authority of FLPMA, California Off-Highway Vehicle (OHV) projects, and Sikes Act wildlife habitat improvement projects in New Mexico.

♦Conveyance of Omitted Lands♦

This activity component authorizes BLM to receive contributed funds for land and realty actions from non-Federal sources or applicants as agreed to through an established contribution agreement.

♦Rights-of-Way♦

This activity component authorizes BLM to receive contributed funds from private individuals to pay the casework costs of processing rights-of-way requested by them.

Justification of Program and Performance**Activity: Permanent Miscellaneous Trust Funds****Table 2 Activity Summary (\$000s)**

Subactivity	1995 Actual	1996 Estimate To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1997 Budget Request	Change From 1996 (+/-)
Resource Development Protection & Management (Taylor Grazing Act Contributions)	780	1,100	0	0	1,100	0
Public Surveys	470	500	0	0	500	0
Alaska Townsite	1	1	0	0	1	0
Total	1,251	1,601	0	0	1,601	0

♦♦ Authorizations ♦♦

Acceptance of contributions for rangeland improvements is authorized by the *Taylor Grazing Act* (43 U.S.C. 315h and 315i).

Acceptance of contributions for public surveys is authorized by 43 U.S.C. 759, 761, and 31 U.S.C. > 1321(a).

Act of March 3, 1891, Section 11, provided for the sale of town lots to non-Native Alaskans. This Act was repealed by FLPMA.

The Comptroller General Opinion of November 18, 1935, and 31 U.S.C. 1321 authorized the use of trust funds to provide for survey and deed recordation of town lots occupied prior to passage of FLPMA.

♦♦ 1997 Program ♦♦

This activity contains (1) acceptance of contributions for rangeland improvements that is authorized by the *Taylor Grazing Act*; (2) acceptance of contributions for public surveys;

and (3) the sale of town lots to non-Native Alaskans (repealed by FLPMA).

This activity is comprised of the following sub-activities:

♦ Taylor Grazing Act Contributions ♦

These contributions are permanently appropriated as trust funds to the Secretary for rangeland improvements efforts as specified by the Act.

♦ Public Surveys Contributions ♦

These contributions are permanently appropriated as trust funds to the Secretary for cadastral survey as specified by the Acts.

♦ Alaska Townsite ♦

These contributions are provided for the sale of town lots to non-Native Alaskans. These trust funds provide for survey and deed recordation of town lots. Purchasers pay the cost of survey and

deed recordation plus \$25. (Native Alaskans are exempt from payment.)

Currently, only lots occupied prior to the passage of FLPMA may be deeded to their occupants; all other lots are the property of the municipality. As a result, town lot sales in this appropriation is extremely low. Anticipated levels for the Alaska townsite trust funds are estimated to be \$1,000.

Summary of Requirements by Object Class

Appropriation: Miscellaneous Trust Funds

Object Class	1996 Enacted		Uncontrollable & Related Changes		Program Changes		1997 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent		2,020		—		80		2,100
11.3 Other than full-time permanent		300		—		0		300
11.5 Other personnel compensation		1,500		—		(700)		800
11.8 Special personal svcs payments		0		—		0		0
11.9 Total personnel compensation	73	3,820	0	0	0	(620)	73	3,200
12.1 Civilian personnel benefits		528		—		11		539
21.0 Travel & transportation of persons		200		—		5		205
22.0 Transportation of things		200		—		0		200
23.2 Rental payments to others		30		—		0		30
23.3 Communications, utilities, & misc		300		—		0		300
24.0 Printing and reproduction		65		—		0		65
25.2 Other services		1,648		—		378		2,026
26.0 Supplies and Materials		400		—		100		500
31.0 Equipment		400		—		100		500
32.0 Lands and structures		1,580		—		20		1,600
41.0 Grants, subsidies, & contributions		35		—		6		41
99.9 Total obligations	73	9,206	0	0	0	0	73	9,206

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Program and Financing (in thousands of dollars)

Identification code: 14-9971-0-7-302		1995 actual	1996 estimate to date	1997 estimate
Obligations by program activity:				
00.01	Land and resource management			
	trust fund.....	8,767	12,759	9,322
00.02	Trustee fund, Alaska Townsite.....	7	1,618	1,608
10.00	Total obligations.....	8,774	14,377	10,930
Budgetary resources available for obligation:				
21.40	Unobligated balance available, start of year.....	7,355	6,895	1,724
22.00	New budget authority (gross).....	8,206	9,206	9,206
22.10	Resource available from recoveries from prior year obligations.....	108	0	0
23.90	Total budgetary resources available for obligations.....	15,669	16,101	10,930
23.95	New obligations.....	(8,774)	(14,377)	(10,930)
24.40	Unobligated balance available, end of year.....	6,895	1,724	0
New budget authority (gross), detail:				
Current authority:				
40.27	Appropriation (trust fund, indefinite).....	8,205	7,605	7,605
Permanent authority:				
60.27	Appropriation (trust fund, indefinite).....	1	1,601	1,601
70.00	Total new budget authority.....	8,206	9,206	9,206
Change in unpaid obligations:				
72.40	Unpaid obligated balance, start of year.....	2,023	2,471	7,045
73.10	New obligations.....	8,774	14,377	10,930
73.20	Total outlays (gross).....	(8,218)	(9,803)	(12,619)
73.45	Adjustments in unexpired accounts.....	(108)	0	0
74.40	Unpaid obligated balance, end of year...	2,471	7,045	5,356

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Program and Financing (In thousands of dollars)

Identification code: 14-9971-0-7-302		1995 actual	1996 estimate to date	1997 estimate
Outlays (gross), detail:				
86.90	Outlays from new current authority.....	6,012	3,879	3,879
86.93	Outlays from current balances.....	2,199	5,100	7,907
86.97	Outlays from new permanent authority.....	1	816	816
86.98	Outlays from permanent balances.....	6	8	17
87.00	Total outlays, gross.....	8,218	9,803	12,619
Net budget authority and outlays:				
89.00	Budget authority.....	8,206	9,206	9,206
90.00	Outlays.....	8,218	9,803	12,619

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Object Classification (In thousands of dollars)

Identification code: 14-9971-0-7-302		1995 actual	1996 estimate to date	1997 estimate
Personnel compensation:				
11.1	Full-time permanent.....	1,961	2,020	2,100
11.3	Other than full-time permanent.....	282	300	300
11.5	Other personnel compensation.....	196	1,500	800
11.9	Total personnel compensation.....	2,439	3,820	3,200
12.1	Civilian personnel benefits.....	513	1,000	750
21.0	Travel and transportation of persons.....	159	300	200
22.0	Transportation of things.....	181	200	200
23.2	Rent payments to others.....	13	50	50
23.3	Communications, utilities, and miscellaneous charges.....	97	500	300
24.0	Printing and reproductions.....	43	100	100
25.2	Other services.....	2,056	3,307	2,380
26.0	Supplies and materials.....	1,139	2,000	1,500
31.0	Equipment.....	233	500	200
32.0	Land and structures.....	1,888	2,500	2,000
41.0	Grants, subsidies, and contributions.....	13	100	50
99.9	Total obligations.....	8,774	14,377	10,930

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Personnel Summary

Identification code: 14-9971-0-7-302	1995 actual	1996 estimate to date	1997 estimate
Total compensable workyears:			
Full-time equivalent employment.....	71	73	73
Full-time equivalent of overtime and holiday hours.....	4	4	4

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♦♦Administrative Provisions♦♦

Appropriation Language Sheet

Appropriations for the Bureau of Land Management shall be available for purchase, erection, and dismantlement of temporary structures, and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; up to \$100,000 for payments, at the discretion of the Secretary, for information or evidence concerning violations of laws administered by the Bureau; miscellaneous and emergency expenses of enforcement activities authorized or approved by the Secretary and to be accounted for solely on his certificate, not to exceed \$10,000; Provided, That notwithstanding 44 U.S.C. 501, the Bureau may, under cooperative cost-sharing and partnership arrangements authorized by law, procure printing services from cooperators in connection with jointly-produced publications for which the cooperators share the cost of printing either in cash or in services, and the Bureau determines the cooperator is capable of meeting accepted quality standards.

Employee Count by Grade

	1995 Actual	1996 Projected	1997 Estimate
Executive Level V	1	1	1
Subtotal	1	1	1
ES - 5	5	5	5
ES - 4	12	12	12
ES - 3	3	3	3
ES - 2	2	2	2
ES - 1	2	2	2
Subtotal	24	70	24
GS / GM - 9	73	70	70
GS / GM - 14	224	215	215
GS / GM - 13	787	294	784
GS / GM - 12	1,552	1,509	1,527
GS / GM - 11	2,442	2,487	2,519
GS / GM - 10	224	236	286
GS / GM - 9	1,419	1,359	1,523
GS / GM - 8	208	265	286
GS / GM - 7	598	940	989
GS / GM - 6	590	601	612
GS / GM - 5	894	742	787
GS / GM - 4	509	294	294
GS / GM - 3	208	89	89
GS / GM - 2	39	20	20
GS / GM - 1	28	13	13
Subtotal	10,142	9,624	9,964
Ungraded		451	47
Seasonal	*	400	615
Total employment (actual/projected) at end of fiscal year	10,167	10,500	10,651

* These are spread above

Research and Development Activities

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
(in thousands of dollars)

Conduct of R&D by activity		Past Year - 1995	Current Year - 1996	Budget Year - 1997
Basic Research	B.A.	0	0	0
	Outlays	0	0	0
Applied Research	B.A.	1,660	2,000	460
	Outlays	1,660	2,000	460
Development	B.A.	0	0	0
	Outlays	0	0	0
R&D facilities	B.A.	0	0	0
	Outlays	0	0	0
Total Conduct of R&D	B.A.	1,660	2,000	460
	Outlays	1,660	2,000	460
*Conduct of R&D performed by colleges and universities	B.A.	500	1,000	40
	Outlays	500	1,000	40
*Indirect costs related to R&D performed by colleges and universities	B.A.	100	200	35
	Outlays	100	200	35
*Merit reviewed scientific research	B.A.	15	20	0
	Outlays	15	20	0

\$9,213,000 in ongoing research and obligated contracts was transferred to NBS in FY 1994.

* Numbers inclusive in totals listed above.

Estimated Distribution (by Percentage) of Funding by R&D Funding by R&D Performers

In House Activity:	100%
Private Industry:	—
Colleges/University:	—
Other Non-Profit:	—

♦Research and Development♦

In 1994 BLM transferred its ongoing research projects and contracts, (\$9,213,000), and 36 FTE to the Department of the Interior's research bureau, the National Biological Service. The FTE transferred to NBS included former BLM research personnel at the Corvallis Cooperative Unit in Oregon, Raptor Research Cooperative Unit in Idaho, Desert Tortoise Research Group in California and the Environmental Sciences Cooperative Unit in Colorado. The expectation was that the data, information and results provided by NBS would provide BLM managers with more effective scientific foundation from which sound resource decisions could be made. In 1994, BLM provided \$120,000 in development support to NBS for the MIDAS project and \$56,000 for data collection related to the IWAES project. This work continued through FY 1995.

In FY 1996, the Department received substantial reductions in appropriations for research which reduced some of the projects being conducted for BLM. The research that continued included: the forest ecosystem monitoring, biodiversity of young forest stands, wildlife population studies, Douglas fir stand reconstruction, and Northern Spotted Owl and Marbled Murrelet demographics in the Pacific Northwest. Research will also be conducted on polycyclic aromatic hydrocarbon/endangered fish populations; wildlife mortality studies on playa lakes in New Mexico; greenstripping and the Snake River Birds of Prey studies, in Idaho; multi-year immuno-contraceptive vaccine as a means of reducing wild horse reproduction rates in Nevada; and numerous desert tortoise studies, in the Southwest. This research is expected to continue in FY 1997.

BLM Priority Research Priorities

BLM still conducts a minor amount of applied research that is targeted towards evaluating past management decisions and/or better preparing them for future issues. These topics include: better

understanding the effects of surface and below ground mining on groundwater quality, and water recharge to aquifers; better understanding how to return cool season species to rangelands that have had their species composition altered due to past management practices; better understanding the effects of fire on altered range and forest lands; understanding the real impacts of soil erosion to the long term soil productivity, etc.

BLM will focus its' applied research program for FY 1997 on continuing studies on biological methods for reducing both the cost and the environmental affects of fire on wildland. These studies include monitoring the spread of wild fire into seedings, the seeding of various grass species in strips to both enhance wildlife habitat and stop the spread of fire, and monitoring the long term encroachment of native shrubs back into the seeded areas.

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